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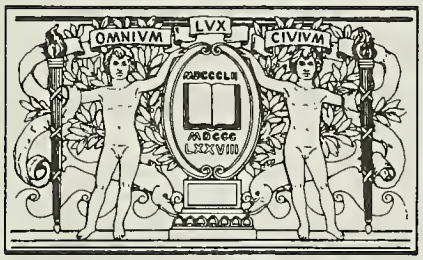

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Rehabilitation Report Issued

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Big Battle Looms on Penal Revisions

By Edgar M. Mills

New England Political Editor of The Christian Science Monitor

Backers of county government and advocates of a program to transfer county-operated houses of correction to the state to achieve a coordinated correctional system are squaring away for a major battle in the 1963 Massachusetts Legislature.

At issue is a report by Gov. John A. Volpe's committee on jails and houses of correction advocating the transfer and proposing a number of other revisions designed to rehabilitate prisoners at all levels.

The Volpe committee was headed by Alfred Gardner, former president of the Boston Bar Association and former chair
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the chairman of the Advisory Commi e on Correction, the State Commissioner of Correction, two private citizens not connected with the state or county governments, and a professional paid penologist who has a national reputation in the field.

The statutory committee would outline the ultimate coordinated system and steps to achieve that goal. It would recommend use of abandonment of various county buildings, as well as draft needed legislation.

A top immediate job of the proposed statutory committee would be to seek a plan for "abandonment as soon as possible of the 'new prison' at Deer Island and the houses of

tional programs.

● Establishment of uniform punishment procedures to replace present varying systems, with reviews by institution

correctional officers
recreational
litation

correction are consolidated with state institutions, separate jails or jails conducted as separate parts of existing correctional institutions be established to serve communities as places of detention of men awaiting trial under programs more in keeping with the theory of the law that a man is innocent until he is found guilty.

Other Gardner committee recommendations included:

● Revision of sentencing laws and practices to place more emphasis on probation. Shorter minimum and longer maximum sentences were proposed to afford more parole possibilities with supervision after release and longer treatment for prisoners not released on parole.

● Commitment of alcoholics

correction where all prisoners are treated substantially alike," the committee stated.

● Sending of all sentenced women to the state correctional institution in Framingham, when the proposed building program at the Framingham unit is completed. Many women now are sentenced to houses of
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jail for Suffolk
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which would be necessary to bring it up to present standards.

"The problem of replacement of the Charles Street Jail will be one of the principal problems that should be considered by the special committee on jails."

No Easy Course Seen

The latter committee, as proposed by the Gardner group to establish a long-range program on jails, would include the chief justice of the Superior Court, the chairman of the Advisory Committee on Correction, the Commissioner of Correction, the chairman of the Administrative Committee of the District Courts, and a representative of the Sheriffs' Association.

The Gardner committee, in pressing for transfer of houses of correction to the state, said that:

"Because of the nature of the problems involved in the correctional field, the history of county correctional institutions, and the political power of the sheriffs, the committee is convinced that there is no easy middle course between the present independent operation of houses of correction and transferring the houses of correction to the Department of Correction."

The committee added:

"The state should include the establishment of a policy through a change in sentencing laws and practices which will place the emphasis on probation as a means of giving convicted persons a second or third chance and after such opportunities, sentences should have short minimums and longer maximums so that institutional treatment will have a chance to change the attitude of the prisoner after probation and the other influences in the community have failed. . . .

Inadequate Personnel

"If the houses of correction are transferred to the state system and if the state system gets a classification center and a real reformatory, we will have one coordinated system
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THE REPORT OF
THE GOVERNOR'S COMMITTEE
ON COUNTY JAILS
AND HOUSES OF
CORRECTION

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Board Recommends Closing Six Jails

By HAROLD BANKS

The Houses of Correction at Deer Island, Lawrence, Salem, New Bedford, East Cambridge and W ester should be eliminated Volpe was advised committee which g study of the

uld be re-
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Dept., not to a correctional institution.

All houses of correction should be transferred from county to state administration and with such a change, sentencing regulations should be altered to provide short minimums and longer maximums "to afford more parole possibilities with supervision after release nd longer treatment for oners not released on pa-

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tee decided. is the establishment of a reformatory.

"Concord," it said, "is definitely not a reformatory."

It prescribed the steps that should be taken to convert it into a reformatory and urged that "funds for such changes should be appropriated forthwith."

Only one member, former Executive Councilor Bruce Crane of Dalton, of the 10-man committee did not "join with" the others in this submission of the report, Chairman Alfred Gardner noted. Why Crane did not "join" was not explained.

Crane did not explain why. He said he didn't sign the report, but he was not dissenting from it.

"I have some reasons of my own for not joining the members," he said yet ready

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ouds Gathering Over Jail Report

GALLAGHER

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Legislature last night.

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Bedford, Worcester and East Cambridge "as soon as practicable" was recommended.

The committee said that a detailed plan to transfer these and,

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ALEXANDER COCHRANE
President

RAY G. GOODMAN
Vice-President

JOHN J. MORAN
Executive Director

JULIAN S. HIMES
Assistant to the Executive Director

UNITED PRISON ASSOCIATION
of MASSACHUSETTS
33 MT. VERNON STREET
BOSTON 8, MASSACHUSETTS
Telephone CApitol 7-5390

HENRY G. SIMONDS, JR.
Treasurer

ERNEST JACOBY
Assistant Treasurer

GERTRUDE HOOPER
Clerk

December 20, 1962

Dear Citizen:

The enclosed copy of the "Report of the Governor's Committee on County Jails and Houses of Correction" is being provided you as a public service by the United Prison Association of Massachusetts in cooperation with the National Council on Crime and Delinquency.

It is hoped that the report will enable you to become more knowledgeable of the many issues related to our total correctional program in Massachusetts and the role which County Institutions play in that program.

Distribution of the report is not intended to imply a position in respect to its content, in whole or in part, by the cooperating agencies.

Sincerely yours,

John J. Moran

John J. Moran
Executive Director

MEMBER of UNITED COMMUNITY SERVICES
Sharing in the United Fund

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735 Exchange Building
Boston

June 21, 1962

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Honorable John A. Volpe
Governor of Massachusetts
State House
Boston, Massachusetts

Dear Governor Volpe:

The Committee on Jails and Houses of Correction appointed by you hereby submits its report. We are grateful for the opportunity you have given us to perform what we hope will be a productive public service. Mr. Crane does not join with the other members of the Committee in submitting the report.

Yours sincerely,

Alfred Gardner
Chairman

Committee Members

Bruce Crane
James M. Devlin
Rt. Rev. Msgr. Joseph P. Donelan
Arthur G. Folco
Rev. Myron W. Fowell
Sanford J. Fox
Alfred Gardner
Rabbi Roland B. Gittelsohn
Henry G. Johnson
Hon. Stanley E. Qua

THE REPORT

OF THE

GOVERNOR'S COMMITTEE ON JAILS
AND HOUSES OF CORRECTION

PREFACE

The entire correctional system of the Commonwealth of Massachusetts is of vital importance to all of its citizens, but as the direct effects of criminal action are felt by the relatively few who are victims, the public is apathetic; and since a good correctional system costs more of the tax dollar than a system which is allowed to lapse into mediocrity, in the absence of pressure from an aroused public the legislature is prone to postpone or refuse appropriations for needed changes.

Unfortunately the public does not become aroused unless a prison riot occurs or there is a sensational escape. Even then, because of the time that our democratic process usually requires for legislative action involving expenditures, before legislation is passed of a lasting and substantial nature, public interest dies down and the proposed legislation dies with it.

On May 14, 1961, David S. Robinson, the Master of the East Cambridge Jail and House of Correction, was murdered during the escape of two prisoners. Criticism of the county houses of correction rose sharply and the Governor appointed our Committee, which is called the Governor's Committee on Jails and Houses of Correction, to look into that part of our correctional system which is made up of jails and houses of correction and to report to him.

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The Committee respectfully submits its report. There have been other reports relating to jails and houses of correction which have gathered dust in the files of the Commonwealth and of the counties because of the failure of responsible citizens and of the legislature and officials of the Commonwealth to implement their recommendations with action. So that our study will not meet the fate of the previous studies, we urge that this report be published and that it be distributed widely.

It is our hope that the recommendations in this report will serve as the basis for a coordinated long-range plan for consolidating the functions of houses of correction and the functions of the state institutions into one coordinated correctional system which will take advantage of modern correctional methods in all of its phases; and it is also our hope that, during the time necessary to put a long-range plan of consolidation into effect, this report will serve as the basis for immediate changes in the jails and houses of correction which will make the work done by them more effective in the prevention of crime.

Bruce Crane, who is a member of the Committee, does not join with the other members in submitting this report.

Respectfully submitted,

James M. Devlin
Rt. Rev. Msgr. Joseph P. Donelan
Arthur G. Folco
Rev. Myron W. Fowell
Sanford J. Fox
Alfred Gardner, Chairman
Rabbi Roland B. Gittelsohn
Henry G. Johnson
Hon. Stanley E. Qua

INTRODUCTION

In January, 1955, four prisoners attempted to escape from the state prison in Charlestown. Several guards and prisoners were seized as hostages and were held for four days. The prison uprising was ended after the intervention of a committee of citizens and immediately thereafter Governor Herter appointed a committee headed by Nils Y. Wessell, president of Tufts University, to give consideration to the entire correctional problem of the Commonwealth. In addition to President Wessell, the committee consisted of Joseph E. Regan, Warden of the Illinois State Penitentiary in Joliet; Will C. Turnbladh, Executive Director of the National Probation and Parole Association; and Robert J. Wright, Assistant General Secretary of the American Correctional Association and Prison Association of New York. The committee had the assistance of Gilbert Rodli, consultant on correctional industries; Albert D. Ullman, consultant on research and statistics; John A. Wallace, consultant on probation and parole procedures; and Sol Rubin, consultant on legal research.

This group made an extensive study of the state institutions and the operation of the Department of Correction, the Parole Board and the Board of Probation. In its outstanding report, the Wessell Committee outlined the correctional philosophy that should serve as the basic blueprint for the correctional system in Massachusetts and made recommendations for substantive changes, many of which were enacted into law by Chapter 770 of the Laws of 1955. The sweeping reorganization of the state correctional system that resulted from this legislation changed the system from the "deplorable state" in which the Wessell Committee found it into a system operated under a well-understood correctional philosophy that recognizes

and strives to put into effect modern correctional practices. In spite of some setbacks which have been experienced since the reorganization and in spite of the lack of sufficient funds to complete some of the most important changes recommended by the Wessell Committee, the state system is going forward in a concerted effort to justify the hopes that were so forcefully expressed in the Wessell Report. Although the Department of Correction has a long way to go before such hopes are fully realized, it is progressing in the right direction; and if given the necessary facilities with which to work, such as a classification center, a real reformatory, improved industries, modernization of some of its facilities, and additional prison camps, the objectives of the Wessell Report should be realized.

However, the Wessell Committee did not make a study of the jails and houses of correction which are operated by the counties, and no recommendations are contained in the Wessell Report with respect to such institutions. In reorganizing the state system as a result of the Charlestown disorder, the Wessell Committee omitted a large and extremely important part of the correctional system of Massachusetts. The state system has under control at any one time approximately 3,900 prisoners. The houses of correction have in their control approximately 2,300 prisoners. But the number of individuals who are sentenced annually to state institutions is only 3,454, while about 26,000 persons are sentenced to jails and houses of correction each year.*

There has been no significant recent legislation concerning jails and houses of correction with the exception of a change in parole procedure which has placed in the hands of the State Parole Board the paroling of prisoners in houses of correction who are serving sentences of one year or more.

* 1959 Report

There are sixteen jails and houses of correction. The Committee has visited all of the houses of correction and all of the jails except the jail at Edgartown. It has conferred with representatives of the Sheriffs' Committee, the Commissioner of Correction, the Chairman of the Parole Board, representatives of the United Prison Association, the Federal Jail Inspector and representatives of newspapers. The chairman and two members of the Committee made a trip to Hartford where they conferred with the Connecticut State Jail Administrator and inspected one large jail and house of correction and one small jail and house of correction in Connecticut. The Committee has also examined various reports relating to jails and houses of correction in New York, Wisconsin and Pennsylvania and has studied other information about county penal institutions. Through the generosity of the National Council on Crime and Delinquency and its Massachusetts branch, the Massachusetts Council on Crime and Delinquency, acting through its committee on county penal institutions, the Committee has had the services of Sanford Bates for five days. Mr. Bates is now a consultant on correctional problems after an outstanding career in the correctional field. He has served as Commissioner of Correction for Massachusetts, as the head of the Federal Bureau of Prisons and as Commissioner of Correction of New Jersey and has worked as a consultant on correctional problems in various other places.

Except for the assistance to the Committee given by Mr. Bates during the five days for which his services were donated by the Council on Crime and Delinquency, the Committee has had no help from professional penologists or other experts. This would have been a serious handicap if the basic principles to be followed in a sound correctional system had not been set out clearly in the report of the Wessell Committee and if various other agencies had not written extensively about problems peculiar to county penal institutions throughout the country.

The Committee has considered the correctional program in Massachusetts as a whole and the part played therein by the jails and houses of correction, the physical condition and needs of the jails and houses of correction, their day-to-day operations, the correctional policies being followed in them, the long-range change that should be made in the public interest, and the improvements and changes that are required at the county institutions in the interim. The report states the basic principles which the Committee considers controlling in the consideration of problems relating to correctional institutions and correctional problems generally, and gives the reasons for its conclusions.

The report is in eight parts.

Part I explains the role of county jails and houses of correction in our correctional system.

Part II is a report on conditions which are common to all jails or houses of correction, with the exceptions noted.

Part III states the recommendations of the Committee for a long-range plan for the transfer of houses of correction to the Department of Correction. It also contains certain interim recommendations for changes in houses of correction pending the recommended transfer.

Part IV contains a report and a recommendation concerning jails in which prisoners are held for trial.

Part V contains a report concerning women prisoners and a recommendation that all sentenced women prisoners be transferred to the Massachusetts Correctional Institu- for Women in Framingham.

Part VI contains a report concerning alcoholics and recommendations for changes in the methods of dealing with them.

Part VII contains a report and recommendations with respect to each jail and house of correction separately.

Part VIII is a summary of the Committee's recommendations.

From the early days of prison reform there have been two opposing views concerning the treatment of prisoners. Under one view, every effort should be made during imprisonment to make prisoners useful members of the community. To that end, parole, and in more recent years, rehabilitation programs, have become recognized parts of modern correctional systems which have as a prime objective the reduction of the return to crime by prisoners after their release.

Under the other view, serving a sentence is the payment of a debt to society and the community has little obligation to help those who have deliberately harmed some of its members. To do anything for them is to pamper them. To those holding this view, punishment for punishment's sake alone is the objective.

Often against stern opposition, the first view has made progress in all correctional systems. The progress in some systems has been much greater than in others. Nationally and in Massachusetts the correctional systems in which the least progress has been made are the county jails and houses of correction. In exceptional county institutions, of which there are outstanding examples in Massachusetts, efforts are made that demonstrate what can be done through the use of modern correctional methods; but generally throughout the nation and to a large extent in Massachusetts, county institutions still imprison for the sake of imprisonment. The Committee believes that this attitude will always tend to dominate in separate and uncoordinated institutions, each of which is under the supervision and control of an elected official who is traditionally a politician and who, when elected, customarily has had no training in the correctional field.

We cannot be guided by the results that are shown in the exceptional county institutions in which great progress has been made in correctional precesses through unusual combinations of dedication and ability. We must be guided by what has been done, what is now being done and what inherent conditions indicate will be done in the future in most jails and houses of correction which are operated separately as county institutions.

The Committee is of the opinion that real progress in the help given to large numbers of relatively short-term prisoners will not be made until such prisoners are placed in the care of a coordinated correctional system in which the institutions are under the control of a department operated by trained professionals who are convinced that a prime objective of imprisonment is an attempt to rehabilitate. To accomplish the consolidation of houses of correction with state institutions will require major efforts by elected officials and members of the legislature and an important part of the program of consolidation will be the appropriation of necessary capital expenditures. Before the program is presented to the legislature, a competent small committee must work out the details of the plan with professional help and must supervise the drafting of the necessary legislation.

The Committee urges that these steps be taken by a small committee as recommended in Part III, and that the public be encouraged to give the program the support that will be essential for its success. In the meantime, the Committee urges that the interim recommendations made in Part III be carried out by appropriate executive or legislative action.

PART I

THE ROLE OF JAILS AND HOUSES OF CORRECTION IN OUR CORRECTIONAL SYSTEM

Except in Suffolk County, the jails and houses of correction are owned and operated by the counties under the supervision of the sheriffs. In Suffolk, the Charles Street Jail is owned and operated by the county under the supervision of the sheriff, but the house of correction on Deer Island is owned by the City of Boston and is operated under the supervision of the Commissioner of Penal Institutions of the City.

Jails are places for the detention of persons awaiting trial who are not bailed; for a few persons who are sentenced to imprisonment in jails for short terms; and for material witnesses who are ordered held in custody.

Houses of correction are prisons in which sentenced prisoners and some civil prisoners committed for contempt and non-support are imprisoned. Except for the Charles Street Jail in Suffolk County and the Edgartown Jail in Dukes County, the jail in each county is combined with a house of correction. With some exceptions, the prisoners held for trial and the prisoners serving sentences are separated in varying degrees depending upon the numbers of prisoners involved and the physical arrangements of the institutions. Some sentenced men are kept at the Charles Street Jail to do the work necessary to maintain the building.

Section 1 of Chapter 124 of the General Laws gives the Commissioner of Correction "general supervision of jails and houses of correction" and directs the Commissioner to make rules and regulations "for teaching reading and writing to prisoners who are committed to a jail or house of correction for six months or more, and for securing proper exercise for unemployed sentenced prisoners in jails and houses of correction". The statute also provides that the Commissioner or his representative "shall make frequent

visits to jails and houses of correction and shall investigate and keep informed as to the management, condition and discipline of all such institutions, and the treatment of the inmates thereof, and the books of said institutions shall be open for his examination." Under these provisions, annual inspections are made of the jails and houses of correction which keep the Commissioner informed of the conditions in the institutions and recommendations are made by the Commissioner to the sheriffs. Such recommendations usually relate to security procedures, fire prevention measures, housekeeping and other operating details. Due to the actual control of the jails and houses of correction by the sheriffs and the county commissioners, the grant of "general supervision" to the Commissioner of Correction is without meaning.

All of the correctional policies of the jails and houses of correction are determined by the sheriffs except at Deer Island where they are determined by the Commissioner of Penal Institutions of the City of Boston. Each jail and house of correction is run as a separate institution.

Transfers are made between county institutions and between county institutions and the state correctional institutions when special needs for transfer occur. The number of prisoners so transferred is small and has no impact on the problems discussed in this report.

For funds to operate a jail and house of correction, a sheriff first presents his budget to the county commissioners. When he has their approval the budget is presented to the legislature for an appropriation. After funds are appropriated by the legislature, they are paid by the county from funds obtained from the towns. In Boston, all operating expenses and capital expenditures at the Charles Street Jail and House of Correction at Deer Island are paid by the City of Boston. Although both institutions serve Chelsea, Revere and Winthrop, Boston carries the entire financial load for Suffolk County.

Sentenced prisoners from Dukes County and from Nantucket and jail prisoners from Nantucket are kept in other county institutions at the expense of Dukes County and Nantucket.

PART II

REPORT ON CONDITIONS WHICH ARE COMMON TO ALL JAILS OR HOUSES OF CORRECTION, WITH THE EXCEPTIONS NOTED

(In this Part, jails and houses of correction are discussed as a group. In Part VII, each institution is discussed separately.)

Buildings

Except in Billerica, Barnstable and Plymouth, all of the buildings are old. One was built in 1814 and most of them were built in the middle or late 1800's. All of them are maximum security prisons with the limitations inherent in such buildings. Several have no plumbing in the cells and in most of them, due to wooden construction in some areas, there are fire hazards that would not be tolerated in new prison construction. With exceptions noted in Part VII, the buildings are being maintained as well as is possible considering their age and construction and the limited funds available for more than day to day maintenance.

In some of the very old buildings which the sheriffs are insisting should be abandoned or rebuilt, a minimum amount of structural maintenance is being done. This is good judgment in view of the obvious inadequacy of the structures and the pressing need for their replacement by more modern buildings.

Cells

As is to be expected in old buildings, most of the cells, other than those in Billerica, Barnstable and Plymouth, are dark and small, but not sufficiently so to cause undue hardship. There is no plumbing in the cells at Greenfield, Worcester, Dedham, Lawrence, Salem, the house of correction side of East Cambridge and the so-called "New Prison" at Deer Island.

Buckets in cells are highly undesirable. They cause particularly bad conditions in cell blocks in which prisoners are locked up for long periods in each twenty-four hours as is the case when the entire prison population (except special operating details) are locked in their cells from late afternoon until 6:30 or 7:00 a.m. Exceptionally bad conditions exist in Worcester and in the "New Prison" at Deer Island where the facilities for emptying buckets are badly located.

In some old buildings it is impossible to install plumbing in the cells because of the construction of the cell blocks. In others it has been done by combining two cells into one in order to provide room for pipes. Recommendations concerning the buildings which are without plumbing in the cells will be found in Part VII.

The beds in the cells are adequate and, except for the need in one or two of the buildings for suitable foot lockers or other storage space in which the prisoners' possessions may be locked when the cell doors are open, the furnishings are adequate.

In one or two institutions suggestive pictures were displayed in a few cells and in two or three institutions questionable magazines and paper books were seen. These practices should be discontinued. In one institution a list in large print is posted in the visiting room listing the magazines that may be given to prisoners. This method of dealing with magazines eliminates the need for passing on the propriety of each magazine that is brought into the prison. All books should be screened so as to eliminate those that should be barred. Although the Committee was informed that this is done in all of the institutions, it is obvious that in some cases the screening has not been done properly. It is suggested that a uniform procedure be established for all jails and houses of correction which will ensure proper screening of magazines and books. A study of the procedure followed in federal prisons will be helpful in this connection.

Population

With the exception of some intermittent crowding at Plymouth, Charles Street and Springfield, none of the jails or houses of correction is crowded and several have populations which are too small to enable them to be operated effectively.

Punishments - Isolation and Segregation Cells

The punishment procedures in the various houses of correction differ. Each of them keeps a punishment book as required by law and the Committee found no indication that any prisoners are imprisoned in any of the houses of correction in places or for times or upon conditions which violate the law. In some of the institutions, punishments that necessarily are initiated by correction officers are reviewed promptly, and the prisoners are given an opportunity to state their side of the case. In others there is a later review, and in still others there is no formal method of dealing with punishments imposed by correction officers beyond approving entries in a book at some later date. There should be a formal punishment procedure that would assure to the prisoner a chance to tell his side of the story to one in authority above the correction officer who makes the complaint and such higher authority should decide on the punishment, if any, as soon as possible after the prisoner has been placed in isolation or locked in his cell by the correction officer.

With one exception noted in Part VII, the Committee found no cells used for punishment or segregation that were not fit for use. Beds are used in all of them unless the prisoner is so obstreperous that the cell

must be stripped of all movable objects. In such cases of wooden shelf or built-in bench is used for a bed.

The Committee found that all segregation cells used for purposes other than punishment or for light punishment not warranting isolation are suitable for the purpose.

Dormitories

There are a few dormitories in the more modern buildings. The Committee found them well ordered, not overcrowded and suitable for the purposes for which they are used. There should be more dormitories in use for many minimum security risk prisoners who are now confined in cells.

Kitchens and Dining Areas

The equipment in some of the kitchens should be replaced because of age or obsolescence. Otherwise the Committee found all of the kitchens in good condition with adequate equipment and, with one exception noted in Part VII, all of them were clean when inspected by the Committee. The maintenance in all institutions is good.

Most of the institutions have separate dining rooms. In the others meals are eaten in the open areas on the ground floors of cell blocks. The custom of silence at meals at some of the institutions does not seem to be justified for security reasons or for the purpose of hastening the consumption of meals. The Committee has been told by authorities in institutions at which prisoners are permitted to talk at meals that talking improves morale, is not a delaying factor and does not increase the risk of disturbance.

Cleanliness and Housekeeping Generally

With the exception noted in Part VII, the Committee found that all

the institutions are kept clean throughout and that the housekeeping is good.

Humane Treatment of Prisoners

The Committee found no evidence of cruel or inhumane treatment of prisoners in any of the jails or houses of correction. The Committee considers that the idleness existing in many of the houses of correction and early lockups with long confinement in cells from late afternoon to morning constitute improper treatment which is reprehensible and should be discontinued. The extent to which idleness exists in the respective institutions and the lockup hours in the various institutions are stated in Part VII.

Idleness

Idleness is one of the most serious problems at all correctional institutions and the degree of idleness is a good indication of the extent to which a penal institution meets the standards of sound correctional practices.

With the exceptions stated in Part VII, there is much more idleness in the jails and houses of correction throughout the Commonwealth than should be tolerated. When there is general idleness in an institution, the prisoners are being imprisoned for the mere sake of punishment alone which, in the opinion of our leading penologists, increases crime.

Idleness in houses of correction cannot be eliminated without facilities for keeping the men and women busy. Prison industries and vocational training programs require capital investments both in equipment and in space and they also require personnel. To meet these needs in houses of correction would require substantial capital expenditures.

There is also some antagonism to prison industries on the part of labor and industry. Massachusetts has a good state use statute and the Committee believes that there is need among governmental agencies for the products that an imaginative head of a house of correction could produce with proper equipment. In institutions which have industries, the objections of labor and industry have been overcome by conforming with the law, tactful persuasion and by good public relations.

Another objection which the Committee heard repeatedly during its inspections is that most of the prisoners in houses of correction are there for such a short time that it would not be possible to operate a vocational training program or a prison industry effectively. This is not persuasive. Much can be taught in a relatively few days of applied endeavor and there are unskilled prison industries in which men can take part with a minimum of training. In any case, to the extent that the program is a substitute for idleness, it is one hundred per cent effective.

What is needed in every penal institution is imagination and the determination to end the idleness. The bad effects of enforced idleness on all human beings are serious enough to call for extra efforts to set up training and work programs that will keep all of the prisoners busy who are not otherwise engaged in operating the institutions.

Assigning more men to work than the work requires should be avoided. None of the men in such a group learn proper work habits. If fewer men are assigned to the job, those men, at least, should benefit by the discipline of doing a full-time job that needs to be done.

It is most important that the public be informed of this problem so that it will support appropriations of sufficient funds to establish the needed vocational training programs and prison industries.

Because of the obvious financial advantage in operating vocational training programs and prison industries in large institutions rather than

small ones and because of other problems inherent in conducting such programs effectively, the Committee is of the opinion that the elimination of idleness can best be solved in a single coordinated correctional system operated by the state. However, the Committee is also of the opinion that the sheriffs in whose institutions idleness now exists could materially reduce such idleness if they would (i) change their attitude toward work for prisoners, (ii) make better use of the work opportunities that now exist and (iii) make a concerted effort to obtain funds for work and training facilities. The results of the sheriffs who have done so are important reasons for the high standing of their houses of correction as correctional institutions.

Rehabilitation

A rehabilitation program consists of planned efforts to influence prisoners to go straight when they are returned to the community and to expand their ability to do so. The fundamental requirement for every rehabilitation program is the conviction that something can be done for some of the prisoners to help them go straight and to have a determination to work hard to that end in spite of frustrations and failures. Efforts must be made to restore a sense of dignity and self-respect, to eliminate anti-social attitudes, to teach prisoners to work and in other respects to appreciate proper values, and to bring home the necessity of assuming the responsibilities that must be assumed by all law abiding members of society.

If we did not believe that these efforts were worthwhile, we would return our correctional systems to the condition in which they were in the days when their only function was to punish for punishment's sake by imprisonment. To punish for punishment's sake has been discredited

as an unsound correctional concept, but we still have punishment for punishment's sake in institutions in which efforts are not made to achieve constructive results during and after imprisonment.

Rehabilitation efforts in houses of correction range from practically none to sustained and effective steps that merit praise. It would not be feasible to have effective rehabilitation programs separately conceived and separately financed for each of the houses of correction. And even if such programs could be worked out and could be financed, the dedication and training needed to make them work would be lacking in some of the institutions.

Moreover, this limitation cannot be corrected under present conditions. With conspicuous exceptions, elected sheriffs are not going to be nor will they become dedicated trained correctional administrators and, without dedication and training, it is inevitable that many of the houses of correction will always be places in which imprisonment alone is the only real objective.

Food

Meals were being prepared during most of the inspections made by the Committee. Menus for at least week were obtained and in most of the institutions menus for longer periods were examined. As the Committee is aware that the preparation, quality and quantity of meals could be enhanced for an announced inspection, the Committee sought information about meals from other sources.

The food for the male prisoners in all of the institutions is good and in most of the institutions the preparation and serving of the food is above criticism. In those institutions in which professional civilian chefs are not employed and therefore the preparation of the food is left to inmates, most of whom are trained in the institutions, the standards

vary. Meat or fish is served in all of the institutions at least once a day and with the exception of food for pregnant women prisoners, normal dietary standards are met. In no case did the Committee find that the food was poor in quality, variety or preparation. In no case was the food inadequate.

An excessive amount of starchy food for pregnant women may cause physical harm. The Committee has been informed that in some institutions due care has not been given to a diversification of diet for pregnant women. The Committee did not follow up the information concerning the diet of pregnant prisoners beyond ascertaining that no special diet is provided for pregnant women in the institutions concerning which the complaints were made. As long as women prisoners are kept in county institutions, the Committee recommends that dietary standards for pregnant women be set by the Department of Public Health and that all county institutions housing pregnant women prisoners be requested to meet such standards. If this program cannot be solved by the Department of Public Health, legislation to require proper food for pregnant women should be passed. See Part V for the Committee's recommendation concerning women prisoners generally.

Records

There are insufficient records in the houses of correction concerning prisoners. This is due in part to the rapid turnover of short-term prisoners, in part to the system which does not provide that records shall be supplied to the houses of correction by the probation officers in the courts in which the prisoners are sentenced and, most of all, to the lack of an established procedure for maintaining records for prisoners. There is a reluctance on the part of probation officers to supply information to some of the houses

of correction because of the fear that the records will be processed by inmates who are assigned to office work.

Uniform records under a prescribed procedure should be kept by all correctional institutions and such records should follow prisoners who later are committed to other correctional institutions. See the Committee's recommendations at the end of Part III.

Medical Care

The infirmaries in institutions which are large enough to have them are adequate in size and equipment. The medical care for sick prisoners seems to be adequate. Dental care is of an emergency nature due to the fact that most prisoners are held for a short time only.

The various institutions differ as to the extent to which prisoners are examined by a doctor on arrival. In no institution are all prisoners examined. In some where the daily intake is small, recent arrivals who are to be examined are examined at convenient intervals in groups of four or five. Medical examinations are given to men serving more than a specified period, usually thirty days. The examinations given differ in extent. It is the Committee's opinion that physical examinations should follow a uniform procedure designed to meet the conditions that are common in institutions handling short-term prisoners. See the Committee's recommendation at the end of Part III.

Outdoor Recreation

With the exceptions noted in Part VII, the jails and houses of correction have inadequate outdoor recreation facilities. This is due for the most part to a lack of space. When the institutions were built many years ago, the object of imprisonment was to imprison only, and little emphasis was placed on outdoor recreation. Consequently inadequate space

was provided inside the walls. In some of the institutions where land is available, there is a lack of money to make the necessary improvements that will permit adequate exercise and organized sports. These activities can play an important part in well-rounded rehabilitation programs. Improvement in this respect in most of the institutions which are in heavily populated areas cannot be expected because of the limited space available. See Part VII for comments on the recreation facilities and programs at each of the institutions.

Libraries

All of the institutions have libraries. With exceptions stated in Part VII, they are of poor quality and are not used to an appreciable extent. It should not be difficult to interest outside groups in furnishing books for libraries if it is known that the libraries are used. Although on arrival most of the prisoners have no interest in books, interest can be stimulated in some of them. In the New York correctional system, concerted efforts are made to persuade prisoners to read good literature and from the New York reports, it is evident that good use is made of their prison libraries. The same effort should be made in Massachusetts. Although it is easier to promote the use of books in a large institution where social workers and educated inmate librarians are available, more can be done in this respect in the smaller institutions than is now done.

Chaplains

In most of the institutions there are part-time chaplains. The amounts of time spent at the institutions by the chaplains differ with the demands of the institution and with the time the chaplains can spare from their other work. The work that is being done is of great value, but is not enough.

There should be a realistic ratio between the time that chaplains should spend at the institutions and the amount that is paid them. Institutions that are large enough for full-time chaplains should have them and they should be given facilities for their work. Institutions that are too small for full-time chaplains should make an effort to get chaplains who can devote the needed time on an adequately paid part-time basis. All chaplains should be allowed reasonable expenses for their activities. At present, some of the chaplains are paying their expenses from their own pockets.

Personnel

All of the personnel in all of the institutions are appointed by the sheriffs. There is no civil service except at Deer Island, and no professional training is required for employment. A school for correction officers is conducted in Barnstable each year to which some correction officers from some of the institutions go for a relatively short training period. A similar session has been held once or twice in Billerica. There is no uniform, prescribed training-schedule for correction officers who are employed in houses of correction and jails throughout the Commonwealth.

The correction officers in all of the institutions are uniformed and security procedures during the inspections by the Committee were up to recognized standards.

All of the houses of correction, without exception, are understaffed. This is due in part to the nature of the restricted programs and in part to the reluctance of the legislature to appropriate the necessary funds for adequate personnel. It is obvious that more correction officers are needed for prisoners requiring maximum security than for prisoners requiring minimum security. Because of the nature of the buildings and security

arrangements, prisoners who require minimum security are held under maximum security procedures.

Under present conditions, the personnel in all of the jails and houses of correction should be increased so that there will be enough correction officers to permit shorter lockup periods, rehabilitation programs that require the presence of correction officers, including more extensive recreational programs. There should also be sufficient personnel to enable the present correction officers to be given adequate training when they are initially employed and to be given periodic refresher courses during employment. Additional officers may be needed to enable each house of correction to keep adequate records concerning its prisoners.

If prisoners sentenced for drunkenness were eliminated and if the other minimum security prisoners were sent to one or more minimum security institutions under the recommended plan for transferring the houses of correction to the Department of Correction, the correctional personnel required for the adequate care and treatment of all of the prisoners now in houses of correction should not be greater than the number now employed in houses of correction under present conditions.

Costs

The costs of operating the jails and houses of correction are relatively low. This is due to three principal reasons: (i) lack of facilities and programs for activities that should be present in every modern correctional institution, (ii) inadequate personnel, and (iii) savings due to the efficient operation of farms at some of the houses of correction for which relatively large number of minimum security prisoners are available.

We are doing a great deal of worrying about the increase in crime and

our inability to prevent crime generally, and yet we are unwilling to spend the money needed for efforts to rehabilitate that should be made with house of correction prisoners, many of whom when released will commit more crimes and will return as prisoners in state or county institutions.

The added expense needed for an increase in the number of correction officers is necessary for the reasons stated above under the subheading "Personnel".

Parole

Most of the prisoners in houses of correction are released upon the expiration of their relatively short sentences. The release on parole of prisoners who are serving one year or more is under the jurisdiction of the State Parole Board. Parole hearings are held two or three times a month at houses of correction by one member of the board. A panel of three members makes the decisions on the basis of the report of the single member. Three members of the board conduct the parole hearings for prisoners in state correctional institutions. The Parole Board grants a much larger number of paroles in houses of correction than were granted by the county commissioners before the authority to grant paroles for prisoners serving one year or more was transferred from the county commissioners to the Parole Board.

There are few paroles granted by the county commissioners for prisoners serving less than one year. The proceeding is to have the parole decision based on petitions and records presented to the county commissioners without hearings. In one county, no paroles are granted to prisoners serving less than one year because one county commissioner in that county refuses to grant any paroles to anyone. The public has an interest in increasing the effectiveness of parole by focusing it uniformly on all inmates. This can best be done under a centralized administration of all penal institutions.

The change in the law by which the Parole Board grants paroles to prisoners serving one year or more in houses of correction has increased the work load of parole officers, many of whom already had more cases than they should be asked to handle. Additional parole officers should be added so that effective supervision of each parolee will be assured. The saving made through adequate supervision that keeps parolees from returning to prison would exceed by far the cost of providing the additional parole officers that are needed.

Provisions for Prisoners on Discharge

Some of the sheriffs take a personal interest in the prisoners whom they think deserve help on discharge and try to arrange for jobs and otherwise see to it that such discharged prisoners are not set adrift without funds and without a home or a prospective job. However, there is no formal program for prisoners discharged from houses of correction, and in some of the institutions no help is given. In some instances, prisoners are discharged with nowhere to go, no one to look to for help, no money on which to live until they get a job and on some occasions with inadequate clothing. There is no better way to force a discharged prisoner into further criminal activities than to put him in this position. He is an ex-convict and the public is reluctant to employ him. He must have shelter and food. The United Prison Association and other charitable agencies do what they can with private funds, but they should not be required to bear this burden. It is the duty of the community and it is in its own self-interest to give every discharged prisoner a chance to go straight.

PART III.

RECOMMENDATIONS OF THE COMMITTEE FOR A LONG RANGE PLAN FOR THE TRANSFER OF HOUSES OF CORRECTION TO THE DEPARTMENT OF CORRECTION

INTERIM RECOMMENDATIONS

It is the opinion of the Committee that the deficiencies outlined above in the treatment of prisoners in houses of correction cannot be eliminated effectively under the present county system. In order to develop a coordinated correctional program such as was contemplated by the Wessell Report and toward which the state system is progressing under the legislation that resulted from the Wessell Report, the houses of correction should be transferred to the Department of Correction. The Wessell Report said of its recommendations for the state system:

> "An intensive program of public education is necessary prior to the full adoption of a coordinated program, but there is no better time than the present for this to be commenced."

The same statement can be made about the recommended transfer of houses of correction to the state system. The first long steps toward a coordinated correctional program for Massachusetts were taken by the legislation that followed the Wessell Report. It is now time for us to take the steps that are necessary to put the part of the system consisting of houses of correction into the coordinated program.

The Committee realizes that its major recommendation that a long range program be started for the coordination of houses of correction with state correctional institutions by their transfer to the Department of Correction will meet with the determined opposition of the sheriffs and others who consider that it is the prerogative of the counties to operate

the houses of correction which historically have been under county control since English governmental practices were brought to New England by the Pilgrims and the Puritans. England abolished local control of prisons in 1877. Each important step forward in prison reform has been made against strong opposition, and progress has come only through hard work and, in many instances, only upon the insistence of a public aroused by prison disorder, attempted escapes or prison scandals. We should not wait for any such stimulus. As a state that has made great strides in the correctional field, we should go forward with a constructive plan that will continue the progress started by the efforts of the Wessell Committee.

We cannot improve on the Wessell Committee's clear statement of the philosophy of correction.

> "Essentially, correction should do more for the offender than was done by his community and its agencies and influences. This presupposes a well-planned program of treatment embodying every possible use of the sciences and techniques known to the field. This, we feel, Massachusetts has neglected to do for at least two decades.
>
> "If Massachusetts continues to imprison for the mere sake of imprisonment alone, it will find itself eventually with an ever-increasing number of hardened and experienced criminals.
>
> "Punishment for punishment's sake alone is discredited theory.
>
> "An effective correction system demands the coordination of the various services involved. The prison cannot do the task alone; neither can probation, nor parole, nor any of the other techniques commonly used today. Correction must be conceived as a coordinated process, beginning at the moment of arrest to the date of final absolute discharge from legal custody. Probation, institutional care, parole are all geared to the same objective, each utilizing the techniques of the other, to the end that society will profit from an offender's relation to the correctional process."

While the state Department of Correction is now following a planned program of treatment embodying the use of sciences and techniques known.

in the field to the extent that physical equipment and available funds permit, the statement of the Wessell Committee still pointedly applies to our divided correctional system operated in part by our Department of Correction and in part by twelve sheriffs and the City of Boston, each on an individual basis.

Furthermore, in many cases the development of a criminal career involves the correctional process being applied in the first instance in a house of correction and then subsequently in a state institution. At present there is no coordination between these institutions. With separately operated houses of correction it is impossible to have the whole of a prisoner's experience with penal institutions coordinated in the way which the Wessell Report pointed out as essential for an effective correctional system. It cannot be emphasized too strongly that the community is thoroughly justified in demanding efficiency in the use of the correctional resources it provides.

Every correctional system has three primary purposes: (i) punishment as a deterrent to the prisoner and to others who might commit crimes if there were no penalty; (ii) the removal of a dangerous individual from the community and (iii) rehabilitation of the prisoner by the use of sciences and techniques which have been developed to prevent a repetition of the crime by the prisoner when he is ultimately released. It is the view of the Committee that county institutions do not and cannot achieve these purposes as well as can a state wide system.

Punishment

Regardless of the treatment of the prisoners in the correctional institutions, the disgrace of arrest and imprisonment is a deterrent against crime generally. To some extent and to some members of the criminal population, however, there is an added degree of punishment by virtue of the nature of the institution. County institutions are generally considered not as serious a consequence of crime as are state institutions. The deterrence

produced by imprisonment would, therefore, tend to increase if all institutions were a part of the state system.

Removal from the Community.

Removal from the community by imprisonment protects the public while the prisoner is in prison, but in all but a very few cases, he will eventually be returned to the community which again must run the risk of being harmed by further crime. Therefore the public has a vital interest in reducing that risk by efforts to rehabilitate during the entire time that a prisoner is in prison. Imprisonment in each penal institution should be considered an opportunity to use every known means to rehabilitate the prisoner so that he will not return to criminal activities on his release.

Rehabilitation.

Because with few exceptions, all prisoners are eventually returned to the community where they will again do harm to others unless their attitudes and abilities are changed while in prison, all of the time they spend in any prison should be devoted to efforts to rehabilitate.

In efforts to prevent a prisoner from continuing with crime on his release, all of the phases of treatment of a prisoner should be related to the possibility of his rehabilitation and, even though such statistics as are available show that the science of penology has not yet developed dependable methods of rehabilitation which can be relied upon in a large proportion of cases, real progress has been made in recent years and modern methods unquestionably provide the best tools we have for doing the work that must be done by our penal institutions. Rehabilitation programs differ for various kinds of prisoners. They require space and equipment and personnel, all of which in turn require funds. Such expense, however, results in a substantial net savings if the results of rehabilitation prevent a relatively small percentage of the prisoners from repeating their criminal action.

The best time for efforts to turn a criminal into a useful citizen is during his first imprisonment before he has become completely identified with the criminal element. The first imprisonment of most prisoners is in

a house of correction. This is the time when efforts should be made to re-establish their self respect and to change their anti-social attitudes.

Work and Vocational Training.

The most important single factor in the treatment of prisoners is the necessity for keeping them busy. Nothing is more demoralizing than idleness, especially under circumstances affording unlimited opportunities for bad influences. Correctional institutions of all kinds should make a determined effort to keep all sentenced prisoners busy, and jails should give persons held for trial an opportunity to work. In every correctional institution there are engineering or boiler room crews, maintenance crews and housekeeping crews who cook, serve meals, wash dishes, clean and do laundry. Some institutions have farms which, when operated efficiently, afford a definite benefit to those prisoners who can be permitted to do farm work and provide a substantial amount of food for the inmates. Outside forestry work is also an excellent part of a rehabilitation program for some prisoners. The principal sources of work for those not so engaged should be in vocational training programs and in prison industries.

Vocational training programs and prison industries require capital expenditures in order that proper equipment may be made available for effective work. Massachusetts has failed to provide adequate equipment and adequate personnel for instruction and supervision in both these fields. The need for the expansion and modernization of prison industries was emphasized in the Wessell Report, and while some steps have been made to modernize the equipment used in the existing prison industries in the state institutions, there should be substantial appropriations for additional equipment so that more jobs can be made available and better

results can be obtained. As has been stated above, with exceptions noted in Part VII, there are no vocational training programs and no industries in houses of correction.

Vocational training and the operation of prison industries can best be operated under a large scale system with centralized supervision.

Different Kinds of Institutions Needed.

A second major factor is the nature of the institution in which the prisoner is held. For that reason correctional systems have reformatories, prison camps, of which Massachusetts has two in operation and another about to be built, medium security institutions such as the state institution at Norfolk, and maximum security prisons such as the state institution at Walpole. Massachusetts has no reformatory. All young prisoners who can be classified as prisoners that should be sent to a reformatory should be given the opportunity of training in a real reformatory. Concord is definitely not a reformatory. Plans have been made for the construction of a real reformatory by major alterations at Concord. Such plans merit the support of the public and the help of the legislature. When Massachusetts does have a reformatory prisoners now being sent to houses of correction who might benefit from serving their sentences in a reformatory should be sent to the reformatory and should not be imprisoned in a house of correction where all prisoners are treated substantially alike.

Classification of Prisoners. Rehabilitation Facilities.

In addition to the elimination of idleness and the necessity of sending offenders to institutions that give the best promise of successful rehabilitation, there are numerous considerations which are important in individualizing the treatment that should be afforded inmates while they are in prison. Many inmates need schooling even if it is given for a

short period only. A large per cent are anti-social and many of them think that people who work are suckers. Alcohol is in the background of a great deal of crime and in many prisoners there is a general lack of interest in things that interest normal persons aware of their community responsibilities. Personal problems contribute to crime and there is always present the possibility of mental weakness which, while it may not be sufficient legal excuse for the crime, can be a major factor in dealing with the prisoner during his imprisonment.

Prisoners fall into various classes that are dependent upon the foregoing considerations and upon age, the type of crime committed, previous criminal records, attitudes toward authority, need for maximum or minimum security and other relevant characteristics. For the proper classification and treatment of prisoners it is necessary to have a classification center staffed by trained personnel, proper kinds of facilities and trained personnel for diversified rehabilitation programs which are as individualized as practical considerations will permit.

Specialized institutions are needed to deal with the various classes of prisoners who make up the aggregate prison population in state and county institutions. Much can be done toward rehabilitation by providing the environment best suited for that purpose. For example, maximum security institutions, medium security institutions and minimum security units such as prison camps all meet different needs. They should be used in dealing with our entire prison population.

That these essentials of a good correctional system can be provided only in a single coordinated system operated by the Department of Correction is evident from the nature of the facilities and services that are necessary for diversified rehabilitation efforts. The need for different kinds of institutions is discussed above. The following services are also necessary for a good rehabilitation program:

Counselling.

Psychiatric evaluations and treatment, casework and counselling programs as well as pastoral counselling should be part of the rehabilitation effort. In houses of correction the counselling is done by the chaplains. With some exceptions such counselling is given only on the

request of the prisoners. Counselling by chaplains is of great value, but it falls far short of the amount needed by house of correction prisoners.

The state system, on the other hand, has the services of professional psychiatrists, psychologists and social workers as part of its established system.

The great value of the work done by chaplains and other counselling services in correctional institutions is recognized by everyone. To enable such work to be done effectively with all of the men that give promise of responding to their efforts, adequate time must be spent for which the chaplains and other counselling workers should be paid adequately. They should also have suitable conference rooms and facilities for activities that are part of their work. It is easier to provide adequate chaplain and counselling services in large institutions which are geared to full time chaplain and social work than in smaller institutions

Recreational Facilities.

There should be adequate recreational facilities and opportunities to pursue hobbies. Both have proven to be of great help in institutions where such facilities exist and where the men are given time to use them. With the exceptions noted in Part VII, there are no hobby programs in houses of correction and the recreational facilities are poor in most of them.

Libraries.

Libraries have been found to be a substantial help to prisoners in institutions in which they are properly used. The experiences of correctional systems which emphasize reading indicate that there must be guidance to stimulate the use of prison libraries because most prisoners must be taught to like good books. Under normal conditions, library programs cannot be made effective in small institutions because the necessary supervision by interested personnel is impractical.

Prisoners' Records.

Another important factor in dealing with prisoners effectively is an adequate system for keeping prisoners' records. If a prisoner's background, his problems at home and the possible causes of his criminal action are not known to those trying to help him, the chance of success will not be good. Prisoners cannot be fitted into a program effectively unless records are available giving the facts which will indicate the influences that should be brought to bear. Record systems require planning and trained personnel and also a high degree of coordination between correctional institutions, the Commissioner of Probation, the Parole Board and various community agencies. Practically speaking, houses of correction have no records except such information as is obtained from the prisoner in answer to a simple questionnaire upon being booked and the records of his offenses and his court appearances. The records and social histories in the state system are much more complete.

Case After Release.

Care after release from prison is an important part of rehabilitation. When a prisoner is released he should have a job waiting for him and there should be some supervision while he is re-establishing himself in the community. This can best be given by parole under the state parole system. There are important advantages in having the Parole Board operate with the help of parole officers who are assigned to work in the prisons. This is done in the state correctional institutions, but it would be impractical in houses of correction.

Public Relations.

Correctional systems are dependent upon the public for support in obtaining appropriations and other help from the Legislature. They

also need cooperation by the public which will enable parole officers to help discharged prisoners to return to normal life. Therefore relations between the correctional system and the newspapers and other agencies should be governed by an established policy which will afford prompt and complete news to the newspapers and other agencies and will meet criticism so as to avoid misunderstandings and distortions of fact. This can be done best by a central office at the policy making level. The Committee is informed that each house of correction has its own policy and that they differ from what amounts to "no comment" to a frank and prompt disclosure of facts in answer to legitimate inquiries from newspapers and news agencies.

Personnel.

Finally, efforts at rehabilitation will be useless if the institution is not staffed with good personnel. Correction officers must be well trained and must feel secure in their positions so that men who would be successful in jobs on the outside will be attracted to a career in the system. To this end civil service, even with its recognized drawbacks, is desirable.

There must be an adequate number of correction officers so that it will not be necessary to lock men in their cells at 5 o'clock in the afternoon and so that it will be possible to have the men engage in activities that are part of a sound correctional process. Correction officers should receive pay that is in line with pay for comparable work elsewhere with comparable fringe benefits.

In almost all of the houses of correction there are not enough correction officers to operate the institution as it should be operated. Prisoners are customarily locked up for the night after the so-called

evening meal which is served as early as 4:45 in one institution and in most institutions before 6 o' clock. These early lockups result in long hours of close confinement which modern penologists condemn. They also deprive the prisoners of the benefits of hobby programs or other recreational programs in the early evening such as are common in the state institutions and are considered by those who have had experience in the correctional field as important elements of a rehabilitation program. Obviously it is not possible to allow prisoners to remain out of their cells unless there are sufficient correction officers to supervise their activities.

Employees are also needed to keep records in accordance with established policies. The Committee is of opinion that these objectives concerning personnel can best be attained through a transfer of all of the houses of correction to the state system.

Regulation Only Not Adequate.

It has been suggested to the Committee that many of the benefits of a single coordinated system could be obtained by comprehensive regulations for all of the houses of correction, issued and enforced by the Commissioner of Correction under a statute that would give him power to close an institution which did not meet the requirements. The Committee does not consider that this method would give the desired results.

In New York State, the county institutions are subject to regulations made by the state commission of correction and if an institution does not meet the commission's requirements, it can be closed. A detailed printed report of the New York State Commission for the calendar year 1959 contains a comprehensive review of all of the state and all of the county and city institutions in New York. From such report, it is evident that the problems existing in Massachusetts also exist in New York and that the supervision exercised by the state commission of correction in New York is comparable to the limited inspection procedure being followed by the Commissioner of Correction in Massachusetts.

County government has been abolished in Connecticut and as part of such abolition, Connecticut has set up a separate system of jails under a state official who has the title of "State Administrator of Jails for the State of Connecticut". Connecticut's jails correspond to our jails and houses of correction. The jails are not integrated with the other state correctional institutions, probably because there is no integrated state system in which all could be combined. The state prison is under one head, the reformatory is under a other head and the jails are under a third head. As a practical matter, the jails are being operated by the sheriffs under a rather loose coordinating supervision by the state administrator of jails. The sheriffs have been continued as superintendents.

Although the Connecticut system has materially improved some of the jail plants, the housekeeping, and morale, and has eliminated some of the undesirable features which were due to politics prior to the abolition of the county system, the change has not succeeded in modernizing correctional practices or in coordinating the functions of the various institutions.

Because of the nature of the problems involved in the correctional field, the history of county correctional institutions and polictical power of the sheriffs, the Committee is convinced that there is no easy middle course between the present independent operation of houses of correction and transferring the houses of correction to the Department of Correction.

Protection of Present Personnel.

The long range plan for the transfer of the houses of correction to the state system should provide for the continued employment by the state of the personnel now employed in houses of correction, provided that they meet the minimum standards applicable to state correctional employees. Hardship

to employees caused by the proposed transfer should not be a major problem because there is no doubt that a combined system will need as many correctional officers and other personnel as are now employed in the houses of correction and present state institutions. Also, as pointed out in Part IV, there should be a separate system of jails in which some correction officers and other personnel will be employed.

Use of Present County Prison Buildings.

In a coordinated system the use of the physical plants owned by the counties will be a problem that must be dealt with in the plan for the transfer. The Committee feels that several of the present houses of correction can be used effectively in a coordinated system and that many of the prisoners now serving time in maximum security houses of correction could be benefited and could be less expensively maintained in minimum security institutions on which outside work of a constructive nature would be possible. Any plan for the transfer of the county institutions to the state system should provide for the elimination of some of the present county buildings.

Change in Sentencing Practices Recommended.

The long range plan for the transfer of the houses of correction to the state should include the establishment of a policy through a change in sentencing laws and practices which will place the emphasis on probation as the means for giving convicted persons a second or third chance and after such opportunities, sentences should have short minimums and longer maximums so that institutional treatment will have a chance to change the attitude of the prisoner after probation and the other influences in the community have failed. There seems to be no reason for a short sentence for an offense by a prisoner who has a long record of arrests which have

demonstrated a lack of responsibility and an anti-social attitude. There would be no inhumanity in a short minimum and longer maximum sentence that would enable a prisoner to get out on parole after a short stay if he shows that he wants to go straight. Supervision after release while he gets started on the right course would be in his best interest and in the interest of the community.

This recommendation concerning sentences is not applicable to alcoholics about whom the Committee makes a special recommendation below.

Summary of Benefits That Should Be Afforded by a Single Coordinated State Correctional System.

If the houses of correction are transferred to the state system and if the state system gets a classification center and a real reformatory, we will have one coordinated system which will be a long step toward attaining the objectives set out in the Wessell Report. A prisoner being sentenced would be classified, he would be given the treatment which would fit him best as an individual. If he is young and is in need of training at a reformatory he could be sent there for additional education and for a training program and such other treatment as might be suitable in his case. Counselling would be available to him regardless of the institution to which he is sent, there would be recreational facilities and there would also be available psychiatric examination which would disclose mental illness if it should exist. Suitable records would be kept concerning him and when the time came for parole, he would be paroled on the basis of much more adequate information than is now available in houses of correction.

Recognizing that there are some outstanding county institutions in which excellent work is being done for prisoners, that the combined system

will increase costs of caring for prisoners and that such a transfer will result in some disadvantages, the Committee is of the opinion that there is much more to be gained than to be lost by the transfer of the houses of correction to the state and it therefore makes the recommendations for such transfer that are set out below.

Objections That Will Be Made to Transfer of Houses of Correction to State.

There are four main objections to a transfer of the houses of correction to the State:

Cost.

The first objection will be that the per capita cost of a prisoner in a house of correction is substantially below the amount paid per capita for prisoners in the state system. The answer to this is that the county institutions do not have adequate personnel, most of them do not provide the various elements necessary for a rehabilitation program and several of them are operated for the sake of imprisonment alone. Massachusetts should not be content to save money in its correctional system by refusing to spend the amount necessary to operate a well planned program of treatment for prisoners which embodies the use of the sciences and techniques known in the field. For many years proper correctional practices were neglected in the state system and such neglect continued until the reform following the Charlestown prison riot.

Local Nature of County Institutions.

The second objection will be the desirability of keeping the county institutions operating in the local areas from which the prisoners come. This consideration should be recognized and any longe range program should provide for one or more state institutions in central or western Massachusetts. However, the problem of transporation is not a major consideration in the operation of existing

state institutions. Inmates at each of the institutions come from all over the state. Admittedly it will be more inconvenient for members of the families of inmates, but this inconvenience is not a major factor at the state institutions, all of which (with the exception of two prison camps, one existing and one being built) are in the eastern part of the state. Visitors manage to reach the state institutions with regularity.

Objection to Civil Service and Unionization of Personnel.

The third objection is that the state employees are in civil service and are members of a union while the employees of houses of correction are not members of a union and can be discharged by the sheriffs when discipline so demands. (Deer Island is an exception. Its personnel are under civil service.)

The county institution employees will be organized in due course, and the Committee is of the opinion that all of the personnel in correctional institutions should be in civil service. They should also be trained for their jobs. The training program which has been instituted in Barnstable is a valuable improvement and the training afforded is good. However, voluntary attendance for a relatively short session at one institution is a far cry from a compulsory and comprehensive training program such as the one in effect in the state system.

Sheriffs are politicians. They run for election every six years and they have duties other than the operation of houses of correction. While the Committee believes that in most cases the employees in houses of correction consider that they have regular jobs which will not be taken away if the present sheriff is not re-elected and also believes that under most conditions sheriffs when elected do not replace efficient employees

held over from a former administration; human nature being what it is, employees of a politician who are not in civil service are subject to political influence and the employees as a whole who are subject to such influence are not protected as they would be under divil service. Opportunities for paying political debts in houses of correction may not be availed of by the present sheriffs to an extent that does serious harm, but the power to use the payrolls of houses of correction for political purposes whould be eliminated. Such power has been abused with disastrous results in other states and it should not continue as a threat in Massachusetts.

Suitability of County Institutions for Short Term Prisoners.

The fourth objection is that a large per cent of the house of correction prisoners are sentenced to short terms and that it is impossible to make any progress with a program of rehabilitation in such cases. There are two answers to this objection.

(i) A program for the transfer of houses of correction into state institutions should provide for institutions which would deal with short term prisoners serving less than three months or possibly less than six months. Special programs for the treatment of these prisoners could be planned in a state institution in an effort to prevent them from developing into criminals who commit more serious crimes. Such programs would be part of the increased specialization that transfer to the state would make possible. Most short term prisoners are minimum security risks. This fact should keep to a minimum the capital outlay needed for their care and the expense of supporting them.

(ii) If the legislature adopts the Committee's recommendations made below relating to alcoholics and its recommendations made above for changes in sentences for first offenders, the composition of the short term prison population will be materially changed and most of those who would remain in that category would be susceptible of successful treatment in a coordinated system

Statutory Committee for Long Range Plan for the Transfer of Houses of Correction to the State.

It is beyond the scope of our Committee to recommend a detailed plan for the transfer of the houses of correction to the state to be operated under the Department of Correction. A detailed studay of the problems involved will have to be made and the steps for the transfer must be worked out that will be practicable and will not disrupt the procedures necessary in caring for offenders. This work should be done by a statutory committee with a mandate from the legislature.

The long range plan should be in two parts. It should outline the ultimate coordinated system which will be the long range objective and it should also outline the steps that should be taken to reach that goal. The Committee should make recommendations as to the use or abandonment of various county buildings during the period in which the steps to accomplish the plan will be taken, as to the transfer of personnel so that there will be no loss of jobs, and as to the capital expenditures that should be made to implement the steps that are recommended. The suggested statutory committee should also draft legislation that will be needed to make the recommended long range plan a reality.

The Committee recommends that such statutory committee be made up of the Chairman of the Advisory Committee on Correction, the Commissioner of Correction, two private citizens not connected with the state or county governments and a professional paid penologist who has a national reputation in the field. Sufficient funds for the proper operation of the committee should be appropriated by the legislature.

In working out the long range plan, our Committee suggests that the statutory committee should attempt to work into the plan the abandonment

as soon as possible of the "New Prison" at Deer Island and the houses of correction at Salem and Lawrence. None of these institutions is fit for use as a prison. The statutory committee should also try to fit into the plan the abandonment of the houses of correction in New Bedford, Worcester and East Cambridge as soon as is practicable.

Interim Recommendations.

The Committee recommends that the following changes be made at the house of correction pending the formulation and consummation of a long range plan for their transfer to the state.

1. Work for all prisoners. Work of some kind should be required of all prisoners and should be offered to all persons awaiting trial. Funds should be appropriated for the necessary equipment which would be suitable for use by a coordinated system. Work programs should require a full eight hours of work from each prisoner.

2. Counselling by trained personnel. Counselling by trained social workers under professional supervision should be made available to all prisoners and counselling should be affirmatively promoted. The help now given by chaplains should be continued and should be coordinated with other counselling. A counselling program will require funds. They should be appropriated.

3. Recreation programs. Recreational programs should be developed. As the facilities at each institution differ, the Committee is not prepared to make recommendations as to the ways in which recreational programs should be broadened for each of the institutions but in most institutions outside facilities for sports should be made available if physically possible. Work on personal projects during free time should also be made possible.

4. Establishment of a uniform punishment procedure. A uniform procedure should be established for the imposition of punishment by isolation with food limited to one meal a day as required by law and such procedure should require that the head of the institution or his deputy during his absence should review the offense, should interview the prisoner and should impose the sentence. Such punishment should not be left to a correction officer. A record indicating that the procedure has been followed, reciting the steps taken and the dates on which they are taken should be kept. The same procedure should be followed with respect to punishments consisting of confinements to cells, or loss of privileges or both.

5. Increases in numbers of correction officers. The numbers of correction officers should be increased so that recreation programs and other rehabilitation activities can be instituted and so that the long lockup hours can be reduced by permitting prisoners to remain out of their cells until 9 o'clock in the evening. There should also be adequate relief men so that all correction officers will work a normal eight hour day.

6. Help for discharged prisoners. Legislation should be passed to provide help for discharged prisoners which will give them a chance to go straight. This can best be done by changing the laws relating to sentencing and parole so that parole will operate in a much larger percentage of cases. In cases in which a prisoner will be destitute with no assured job on his release, some help should be provided to enable him to find work after he gets out.

7. Records. The Commissioner of Correction should prepare for use in all jails and houses of correction a form of record to be filled out on the admission of a prisoner. There should also be filed with the

record a copy of the probation officer's social history from the court in which the prisoner is sentenced. Records should be kept continuously during his imprisonment and should include comment on his behavior, attitude and general progress while in prison. Upon his release, the records should be sent to a central file. If the prisoner is again sent to a correctional institution in the state, his record should be sent to such institution. No prisoner should be allowed access to prisoners' records.

8. Medical examinations. All prisoners should be seen by the prison doctor as soon as is practicable after admission and the Department of Public Health should establish rules relating to the scope of the examinations given. The Department of Public Health should also establish a uniform procedure to be followed in all county institutions for keeping a medical record which should be made a part of the prisoner's record recommended above.

9. Payment for transferred prisoners. A per diem rate should be established throughout the Commonwealth to be paid by counties that transfer prisoners to institutions in other counties. This can be done on a recommendation by a sheriffs' committee approved by the county commissioners of the counties concerned.

PART IV.

REPORT AND RECOMMENDATION CONCERNING JAILS.

Prisoners awaiting trial and material witnesses being held in jails present special problems. Security must be adequate for prisoners accused of serious crimes. Prisoners held for trial are presumed to be innocent and therefore cannot be made to work. There is idleness among the jail inmates in almost all of the institutions. The Committee is convinced that if opportunities for work were offered to jail inmates, many of them would welcome a chance to be busy. It was indicated in two or three of the institutions that the security problems prevented giving work to men awaiting trial. The Committee does not consider this is a good reason. Prisoners serving long sentences in state institutions are given work.

It is probable that the maintenance of jails will always require some labor by sentenced prisoners. It is also probable that it will be necessary to maintain separate jails in localities which are reasonably available to the courts, to lawyers and to the families of men held for trial. While reasonable availability is desirable, the automobile no longer makes it necessary to have the jail at the county seat and combinations of jails located in a few relatively large sections of the state not on a county basis should provide practical availability. At present transportation of prisoners to and from court is not a major problem from houses of correction which are not at county seats.

Most of the problems relating to jails differ from the problems presented by houses of correction and many of the considerations discussed above which have led the Committee to the conclusion that houses of correction should be consolidated with the state institutions do not apply to jails.

Recommendation.

The Committee recommends that a statutory committee on jails be appointed to cooperate with the statutory committee recommended for the formulation of a long range plan for the consolidation of houses of correction with state correctional institutions to the end that when the houses of correction are consolidated with state institutions, separate jails or jails conducted as separate parts of existing correctional institutions will be established on a basis which will enable them to serve the community as places of detention for men awaiting trial under programs which will be more in keeping with the theory of our law that a man is innocent until he is found guilty. The punishment which is now in fact given to men who are awaiting trial can be lessened if the programs in jails are worked out exclusively for men awaiting trial. Such a committee should also study and report upon bail procedures with the object of reducing the numbers of persons who are held in institutions awaiting trial.

The Committee recommends that the members of the statutory committee for jails have as its members the Chief Justice of the Superior Court, the Chairman of the Advisory Committee on Correction, the Commissioner of Correction, the Chairman of the Administrative Committee of the District Courts and a representative of the Sheriffs' Association.

PART V.

REPORT CONCERNING WOMEN PRISONERS AND RECOMMENDATION THAT THEY BE TRANSFERRED TO FRAMINGHAM.

In houses of correction in which sentenced women prisoners are held, their numbers are too few to permit effective treatment and expense is high. Also in most of them, the care that should be given is not available. They are being held in maximum security institutions when in many cases it would be for the best interest of the women and of the community to have them held under minimum security conditions. Pregnancies present special problems and the low intellectual level and the kinds of crimes for which most women are imprisoned require special treatment which can be given to much better advantage in a state institution.

Women awaiting trial also present special problems.

Recommendations.

The Committee recommends that sentenced women should be placed in one institution operated under state control. When the proposed building program at Framingham Correctional Institution for Women is completed, space should be provided for the women who are now in houses of correction and all women who are sentenced should be sentenced to the Framingham Correctional Institution. If the program at Framingham is not suited to short term prisoners, a special program should be created for them.

The Committee also recommends that all women awaiting trial be held in an institution in the eastern part of the state or in an institution in the central part of the state and that the two institutions selected

for them be equipped and staffed adequately so that they will have an opportunity to work if they so desire, they will be under adequate supervision at all times, and they will be kept under minimum security conditions except in cases in which maximum security is necessary for their detention.

These recommended changes should be made without waiting for the transfer of houses of correction to the state.

PART VI.

REPORT CONCERNING ALCOHOLICS AND RECOMMENDATIONS FOR CHANGES IN THE METHODS OF DEALING WITH THEM.

In this Part VI, the Committee is concerned with cases in which drunkenness is the offense and not a contributing cause.

The alcoholics in houses of correction run from less than 10% to 40% of the prison population. Apparently judges in the eastern part of the Commonwealth sentence a larger proportion of alcoholics to Bridgewater than are sent there from more distant areas. Alcoholics in jails and houses of correction are setenced for less than thirty days. Those sentenced for thirty days or more must be sent to Bridgewater.

In most cases alcoholics arrested for drunkenness are victims of a habit so strong that it constitutes a compulsion which the alcoholics do not have the ability to resist. When another crime is committed under such a compulsion the offender is considered mentally ill and is not punished. If he is imprisoned, it is only for as long as is necessary to protect the public from further harm. The imprisonment is not punishment. Alcoholism is also an illness in which there is a like lack of ability to resist drinking, and for the same reason, alcoholics should not be punished by imprisonment. Their restraint should be limited to that required for the protection of the alcoholics themselves. Those who are best qualified to know about the obstacles that must be overcome in the treatment of alcoholics are unanimous in their conviction that a long step forward will have been taken when alcoholics are treated as victims of a disease rather than as persons who should be punished. The most important single thing that can be done to change the attitude of the public toward

alcoholics would be to change the laws so that drunkenness is dealt with as a result of illness and not as a crime.

Programs based on the realization that alcoholism is a disease are in effect in Czechoslovakia and Norway and in other areas. The Committee is informed that the program in Czechoslovakia shows particular promise.

Extensive work by a dedicated administration and staff is being done at the alcoholic section of the state institution at Bridgewater. The end results at Bridgewater are discouraging because the nature of the Bridgewater institution makes it impossible to put programs in practice which experts working in the field consider necessary in order to cure or control alcoholism within reasonable limits in a relatively large percentage of cases. Given the proper facilities and dedication such as exists at Bridgewater, a much higher rate of success in reducing or curing alcoholism should be possible.

Some of the most valuable research work with clinical experience is being conducted in Boston at the Massachusetts General Hospital's Alcohol Clinic. Promising progress is being made and a great impetus will be given to this important work if the Commonwealth will join in it by making available to its citizens the benefits that can be obtained from using methods that have been and are being developed in Boston and elsewhere.

A program for the proper care of alcoholics under the Department of Public Health will require capital expenses for appropriate facilities, but money will be well spent if it reduces alcoholism by an appreciable extent. Nothing could be more expensive than to keep hundreds of alcoholics in jails and houses of correction or at Bridgewater year after year without making any real progress in reducing the tremendous economic drain on the economy in the Commonwealth that is caused by absenteeism, payments from

the treasury for the support of the dependents of alcoholics and other losses due to the direct and indirect effects of alcoholism.

The long range plan for alcoholics which the Committee recommends for adoption by the state is as follows:

1. Commitments. Persons apprehended for drunkenness should be committed to the Department of Public Health under the same general authority which is given to an institution under a commitment for alcoholism under General Laws chapter 123 section 62. The commitment in the first instance should be for two weeks with authority to the Department to release the patient within that time if restraint for the full two weeks is not deemed necessary. If at the end of two weeks the Department considers that the commitment should be in effect for a longer period, there should be a hearing and if the court so decides, the commitment should be made permanent for two years as is done under the present commitment procedure.

2. Alcoholic clinics. There should be established in Boston and, thereafter as rapidly as is practicable, in other areas, clinics for the care and treatment of alcoholics. A study should be made of the needs of Boston and the number and location of the clinics in Boston should be determined by the Department of Public Health. There is ample authority for such clinics under section 4A of chapter 111 of the General Laws. The necessary funds for the clinics should be appropriated. The clinics should have beds and other facilities for drying out patients and should have an outpatient department. They should be available to alcoholics generally and charges should be made for their use in accordance with their ability to pay. A program of care and treatment should be instituted at each clinic by the Department of Public Health with the help of the members of the medical community in Boston who are working on problems relating to alcoholism.

3. Half way houses. The Department of Public Health under the authority of section 4A of chapter 111 of the General Laws should also establish in Suffolk County one or more institutions for the treatment of alcoholics who have received treatment at the clinics but are not ready to return to the community as outpatients. These "half way houses" should be open to voluntary as well as committed patients and should be operated as as to permit the patients to hold jobs, working away from the half way house during the day and returning to it at night. The patients able to do so should pay for their board and room and for treatment.

4. Releases on commitments. Those who are committed should be released when the Department of Public Health considers that they should be returned to the community. If they need further hospitalization, their commitments should permit their enforced return without further court action.

5. State institutions for alcoholics. In those cases for whom there is little hope of a return to life in the community on a relatively long range basis, there should be an institution operated with that fact in mind under the supervision and control of the Department of Public Health. There should be followed in such institution any procedures that are developed through research or in other similar institutions which give promise of enabling inmates to resume life in the community.

6. Interim care for alcoholics. As it will take time to develop the program which will be operated through clinics and half way houses, the Committee recommends that the statutes relating to alcoholics be changed forthwith so as to provide for commitment to Bridgewater in all cases, thereby eliminating alcoholics from jails and houses of correction. A

program for early releases under supervision should be worked out so as to eliminate sixty and ninety day terms which have no lasting benefits. Such a program will also create more room for commitments if additional room is needed. The funds required for supervision after release should be appropriated by the legislature. Supervision after release will cost less than imprisonment.

PART VII.

REPORT AND RECOMMENDATIONS WITH RESPECT TO EACH JAIL AND HOUSE OF CORRECTION.

In this part, the Committee reports on each of the institutions. Except as otherwise indicated in this Part VII, the general comments in Part II and the general interim recommendations in Part III apply to each institution and are not repeated here. Recommendations other than the general interim recommendations made in Part III are made in this Part VII for each institution for which the Committee has specific recommendations.

All of the recommendations made in this part are for action that should be taken forthwith. No recommendations are made for steps that would be taken in carrying out the recommended long range plan for the transfer of houses of correction to the state as the Committee is of the opinion that the steps required to carry out such a plan should be worked out by the special statutory Committee that this report recommends should be appointed for the purpose.

Springfield.

The male capacity at Springfield is 273; the capacity for women prisoners is 20; the average male population is 200; and the average female population is 10. The building is old but has been well maintained. The cells contain plumbing and are adequate in other respects. The kitchen and dining facilities are adequate. There is much idleness which the sheriff informed the Committee is due to the lack of equipment for prison industries.

Breakfast is served at 7:00 a.m., supper is served at 4:00 p.m. and the prisoners are locked in their cells at 5:00 p.m.

Punishment cells should be established in an area other than the present punishment cell area which overheats in hot weather. The Committee has no additional specific recommendations.

Northampton.

The building is old. It has been well maintained. It has a capacity for 90 male prisoners. The average population is 32 male prisoners. Because of a large farm and very few maximum security risk prisoners, most of the inmates work on the farm or on maintenance or housekeeping crews and therefore there is little idleness.

Breakfast is served at 6:30 a.m., dinner is served at about noon, supper is served at 4:30 p.m. and prisoners are locked in their cells at 5:00 p.m.

The institution is too small for efficient operation and the population is far below capacity. These factors will be considered in formulating the long range plan for the transfer of houses of correction to the state.

Greenfield.

Greenfield is an old maximum security building which has been well maintained. It has a male capacity of 62 and a female capacity of 14. The average male population is 22 and women prisoners are relatively rare. A farm is operated in connection with the prison and, as is the case in Northampton, because of the few security risks among the prison population, most of the men work on the farm or on maintenance or housekeeping details. The institution is too small and the population is far below capacity. These factors will undoubtedly be considered in formulating the long range plan for the transfer of houses of correction to the state.

Plymouth.

The building at Plymouth was built in 1908 and is in good condition. It is too small for present needs, however, and the number of prisoners housed exceeds the maximum capacity on the basis of one man for each cell. The male capacity is 147, the capacity for women is 15, the average male population is 155 and the average female population is 15. Women prisoners are taken from other institutions.

The cells contain plumbing and are adequate otherwise.

A farm is operated in connection with the prison and some of the food is canned.

The library seems to be used more than is the case in most of the other houses of correction. Emphasis is placed upon its use.

Hobbies are permitted to the extent of the manufacture of small articles in cells.

The women make shirts and trousers for the male inmates, but otherwise there are no industries.

Because of the crowded conditions and to meet other needs, there should be a substantial increase in the personnel at Plymouth. There also should be an addition to the plant to relieve the crowding and the undersirable condition requiring two men in some cells. There are security problems which should be met by the proposed new construction.

Barnstable.

This institution has a male capacity of 110; its female capacity is 10; its average male population is 67 and its average female population is 3.

The building in Barnstable consist of a so-called old building to which new parts have recently been added. Some improvements have also been made in the old part. At the present time the institution as a whole is a modern plant meeting modern standards.

The cells are all equipped with plumbing and are adequate.

A large farm is efficiently operated in connection with the institution and there are also some shops in which automobiles and trucks are repaired not only for the institution but also for other county agencies. The sheriff plans to build up some indoor industries to employ inmates who are escape risks and other inmates during inclement weather. Except for escape risks, there is little idleness at the institution.

Barnstable has a rehabilitation program which consists of classes for the illiterate, some vocational training, an active counselling program by a chaplain who spends much of his time at the institution, reading is encouraged and help is given in obtaining employment prior to release. Also work is done with families on the outside to improve the domestic atmosphere of prisoners upon release.

There is a library which is used and efforts are made to stimulate prisoners to read good books.

The sheriff operates a training course for correction officers from houses of correction throughout the state which is based on the Federal Bureau of Prisons course for jailors. Attendance is voluntary. Monthly

staff meetings to discuss techniques and ways of improving methods are also held at the institution, and periodic training is given to the institution's correction officers in the use of firearms and tear gas.

The Committee recommends that a social worker or counselor be employed by the institution to work with prisoners from the time of their arrival, building up their case histories, getting acquainted with the family surroundings, personality, background associates and becoming familiar with other facts which will enable the institution to help in rehabilitation. Such counselor should also follow up the prisoners upon their release. The employment of such a counselor is desired by the sheriff. The sheriff also desires an appropriation for an educational program using part time personnel from schools in the community. The Committee recommends this program. Another need expressed by the sheriff is for psychiatric consultations. The Committee recommends that funds be made available for this purpose.

East Cambridge.

The East Cambridge plant is used primarily as a jail. Its capacity is 216 males and 16 women, with approximately 112 allocated to the jail side and the balance to the house of correction side. The average population is 85 prisoners in the house of correction and 72 persons awaiting trial.

The buildings are old and are not in good condition. They have been maintained with the idea of expending as little as possible on maintenance because of the hope that the buildings will be torn down and a new building built in its place. This policy has been justified by the condition of the buildings.

There is a substantial amount of wooden construction which causes a

bad fire hazard. Each of the cell doors is locked separately which increases the fire hazard because of the time that would be taken to open the doors in the event of a flash fire. Also there are many layers of paint on the walls which increase the flash fire hazard. The building affords unusual opportunities for inmates to hide and to escape through ventilators and other openings in the antiquated building. The recent history of the institution indicates that this security hazard is serious.

In the jail part of the institution the cells contain plumbing, but they are dark. In the house of correction section there are buckets and the cells are also dark. Substantially all of the men in the house of correction section are on work details and are out of their cells during the day.

Except for the fact that food is transportated from a kitchen in the basement to a dining room on the third floor in bulk and is distributed on the third floor, the kitchen and dining facilities are adequate. Plans have been made for installing a cafeteria system in the dining room which it is expected will improve the handling of food. The kitchen is equipped with modern equipment.

Despite the age of the building, the housekeeping and current maintenance are good.

The only exercise or recreation permitted outdoors consists of one half hour periods in the morning and one half hour periods in the afternoon for the men in jail and yard privileges from 5 to 7 p.m. for the men in the house of correction who are on work details during the day.

At the time of the inspection the institution did not have a library worthy of the name. An appropriation has been made for library books and

plans are in progress to create one and make it available to the prisoners.

Breakfast is served at 7:00 a.m.; supper is served at 4:30 p.m.; the men are locked up in the jail section at 5:00 p.m. and in the house of correction section at 8:00 p.m.

No opportunity is given to the jail inmates to work. The explanation given to the Committee was that allowing the jail inmates out of their cells would create a security risk which should not be assumed. During the inspection by the Committee there was one material witness to a murder who had been held in the jail without bail for over four months. His family is in financial difficulty because of his inability to work. He is a Puerto Rican and speaks very little English. This is an example of the hardship which the present unfair system of holding material witnesses creates. It is not within the scope of the Committee's investigation to make recommendations concerning such system but the injustice and hardship of this case should not be passed without comment.

The jail and house of correction in East Cambridge is an institution in which the objective is to hold persons awaiting trial under major security conditions and to retain a sufficient number of sentenced prisoners to operate the plant.

The Committee recommends that the East Cambridge plant be demolished and that a modern jail suitable for the detention of persons held for trial be built in its place. All of the house of correction prisoners not needed for its maintenance should be sent to Billerica. The replacement of the plant in East Cambridge by a modern building for use as a jail is a crying need.

Billerica.

The house of correction at Billerica has a capacity of 300 men in the main building which is equipped with cells and 80 men in the dormitory which is a separate building. The average population is 270.

The plant is new, the buildings are modern with modern equipment and there is a large farm at the institution. There is plumbing in all of the cells and all of the equipment is modern.

Men who live in the domitory operate the dairy, the piggery, the farm, do work in the sewer department, work on maintenance crews around the building and do canning and gardening. The inmates who are confined in the building operate a brush shop, a carpenter shop, a tailor shop, a cobbler shop and a cement block plant.

The idle men who were seen during the Committee's inspection were said to be assigned to details then off duty or were not able to work because of physical limitations.

There is a library with an inmate librarian who works in the library six days a week. An effort is made to interest men in books, but there are no social workers or others to promote reading.

Breakfast is served at 7:15 a.m., the evening meal is served at 4:45 p.m. and men in cells are locked up at 8:00 p.m. The men in the dormitories are required to put their lights out at 10:00 p.m.

Worcester.

The institution in Worcester is an old building which has been well maintained. Its maximum capacity is 300 prisoners and its average population is 200 of which less than 10 are women. The number of men in the house of correction and in the jail vary from 150 to 160 men in the house of correction and up to 50 in the jail.

The cells are old and buckets are used. This is a very bad situation because of the lack of facilities for proper disposal which is done in one of the cell blocks. The Committee does not know whether the construction of the cell blocks will permit the installation of plumbing in the cells. The building is kept in good repair. It was not as clean as it should have been and the dish washing was not good. There was a noticeably excessive number of inmates working in the kitchen and some of the dishes which had been washed immediately before the Committee entered the kitchen showed signs of grease.

The punishment book indicates that there was more use of the punishment cells in Worcester than was found in other institutions, but such use could not be called excessive. Prisoners are placed in solitary confinement on a slip made out by a guard without any contemporaneous checking of the offense by supervisory officials. The result is that men are in fact placed in solitary confinement on the sole responsibility of a guard. This practice should be discontinued. See the general comments with respect to punishment procedures.

There are no prison industries and the general comments concerning idleness apply to this institution.

A farm is operated in B oylston by inmates who are taken there by truck in the morning, are returned to the institution for lunch and are returned to the farm in the afternoon.

The prisoners in the jail part of the institution are kept locked in their cells at all times except when exercising an hour a day. There are inadequate outdoor recreation facilities. Prisoners in the house of correction who are bad risks are also kept in their cells.

There are a shoe shop and a mattress shop which operate on a small scale but cannot be called industries for the prison population.

The inmates in the jail section are not given an opportunity to work.

There is little indication that any serious efforts are made except to keep the inmates in prison.

Breakfast is served from 6:45 to 7:45 a.m. and supper is served from 4:00 to 5:00 p.m. Prisoners are locked in their cells at 5 o'clock.

The housekeeping should be improved. As any long range plan for the transfer of houses of correction to the state will undoubtedly provide for the elimination of this institution, no specific recommendations are made by the Committee.

Dedham.

There are cells for 75 men and 4 women and the average population is 53 in the house of correction, 20 in the jail, 2 or 3 of whom may be women. The deputy master's wife is the matron. She takes care of the women prisoners and 6 of her own children.

The Dedham Jail and House of Correction is an old building which has been well maintained. The cells contain no plumbing but they are adequate otherwise. The maintenance has been good and the housekeeping has also been good. The men in the jail and the men in the house of correction are integrated, and except for cases in which there is a major security risk, they are treated alike. There seems to be no problem about giving work for the men in the jail when work is available. They want to work and do the jobs given to them.

There is a library and an apparent effort is being made to interest the men in its use.

There is also a recreation room which is used by a large number of men who, during the inspection, were playing ping pong, checkers or cards, or were throwing a basketball, or punching a punching bag. When the weather is good, the men exercise outside for an hour in the morning and an hour in the afternoon.

Breakfast is served at 6:45 a.m. and supper is served at 4:50 p.m. Prisoners are locked in their cells at 5:00 p.m.

Although there is no rehabilitation program and the general comments concerning rehabilitation apply, the sheriff informed the Committee that a group of citizens has been formed which helps the inmates who are in the institution and also helps them to find jobs. The prison publishes a newspaper and other efforts are made within the limitations imposed by the lack of funds and the lack of space and other facilities. The sheriff is making an effort to help inmates and there was apparent to the Committee during the inspection an atmosphere reflecting the sheriff's attitude which was not present in many of the other houses of correction.

The building is too old for renovation of improvement. The long range plan for the transfer of houses of correction to the state will probably provide that this institution be closed.

Lawrence.

The average population at Lawrence consists of 73 male prisoners with fluctuations in the number of men waiting trial. No women prisoners are kept in Lawrence.

The building in Lawrence is old and has been badly neglected. It is in about the condition existing at Charlestown when the state prison in

Charlestown was ababdoned. The cells contain paint cans with wooden covers used as buckets and the building is generally run down.

The equipment in the kitchen is inadequate. The dinning room is as good as can be expected in an old building which has not been well maintained because of the expectation that the use of the building as a penal institution would be discontinued.

A small part of the food eaten at the institution is supplied by the industrial farm in Middleton which is also operated by Essex County.

The men in the jail section and the house of correction section who are not working are allowed out of their cells and congregate in the corridors.

The punishment book indicates that punishments are above the average for all of the counties. There is no common recreation room and the only recreation afforded is the use of small and inadequate yards where the prisoners are permitted to play volleyball and horseshoes and to walk for specified periods during the months when the weather is suitable. There is much idleness.

There is a small library, but it does not seem to be used to any extent. There was a substantial amount of reading matter consisting of magazines and paperback books in most of the cells. Some of the members of the Committee found reading matter in the cells which they considered should not have been admitted into the institution.

There is no rehabilitation program.

Extension university courses are available, but apparently are not used and there is no educational program.

Breakfast is served from 6:30 to 7:30 a.m., supper is served from 4:30 to 5:00 p.m. and the prisoners are locked in their cells at 7:00 p.m.

The Committee recommends that, regardless of other considerations, the use of this institution be discontinued as soon as possible. It is not fit for use as a jail or house of correction.

(See reference below under "Salem" to plan for transfer of houses of correction to the state and to previous efforts to close the Lawrence and Salem institutions.)

Salem.

The capacity of the Salem institution is 132, and the average population is 85. There are women prisoners in Salem from time to time. The average division between the house of correction and jail inmates is 70 house of correction and 15 jail inmates.

The jail and house of correction in Salem is very old. It is in resonably good condition. Capital expenditures have been kept at a minimum because of the need for a new jail and house of correction which would be a combination of the institution in Salem and the institution in Lawrence.

The cells have no plumbing and paint cans with wooden covers are used as buckets. This creates a very undesirable situation. The construction of the cell blocks is such that plumbing cannot be installed. The kitchen equipment is inadequate and the laundry equipment is antiquated and should be replaced. The dining room is as adequate as can be expected in an institution which it is expected will not continue to be used as a penal institution much longer.

The housekeeping is good.

Some of the food is supplied from the Middleton Industrial Farm. There is some transfer of prisoners from the Salem institution to the Middleton Industrial Farm, but the number transferred each year is not great.

Recreation consists of exercise taken in a relatively small yard for an hour in the morning and an hour in the afternoon and exercise for the house of correction prisoners in the yard before dinner and before supper, weather permitting.

There is much idleness in the institution and there are no activities other than the usual maintenance and operation activities except a cane shop which is operated by three men only.

There is no effort to give any job training to inmates nor are there any other efforts which would be called parts of a rehabilitation program except some counselling by chaplains.

There is no organized system for helping prisoners who are being released.

Breakfast is served at 6:30 a.m. and supper is served at 4:30 p.m. Prisoners are locked in their cells at 7:00 p.m.

No work is offered to inmates in jail.

Essex County has two obsolete jails and houses of correction, neither of which is suitable for use. In view of the Committee's recommendation for a long range plan for the transfer of houses of correction to the state, the Committee make no recommendations with respect to the Lawrence and Salem Jails and Houses of Correction as such plan will undoubtedly provide that they be closed. The long range plan will undoubtedly provide for at least one new institution in the eastern part of the state and it would seem practicable to build it at Middleton so that the houses of correction at Lawrence and at Salem could be closed as one of the first steps in the plan.

Mention should be made of two attempts to close the Lawrence and Salem institutions. In 1953 the legislature appropriated $53,000 for plans for a new institution to be located in Middleton. Citizens of Middleton opposed having the new institution located there and for that and other reasons, the building for which the plans were drawn was not built.

The second attempt was made in 1959 when a county committee was appointed by the Commissioners of Essex County to study and report on the penal institutions of Essex County. The county committee reported that the Lawrence and Salem institutions should be replaced by a modern penal institution at Middleton. The report emphasized, among other things, the lack of rehabilitation efforts, idleness, the lack of proper recreation facilities and political appointments among the personnel. Other complaints were voiced by the report, several of which will be found in the general comments in Part III. There were two dissenting members of this committee.

New Bedford.

The average population at New Bedford is 118 of which 84 are in the house of correction and 34 are in the jail. Women prisoners are sent to Plymouth where the county pays a dollar a day for their keep. The cost of keeping women prisoners at New Bedford was about $1,800 a year.

The institution is an old building in reasonably good repair. It has a capacity of 224 prisoners with 168 cells with plumbing and the balance without plumbing.

The cells are adequate. The kitchen and dinning room were clean and in a good state of repair. The equipment seems to be adequate although some of it is not modern. Maintenance throughout the institution and cleanliness are excellent.

There is much idleness which is due to the absence of any prison industries or training programs.

Breakfast is served at 7:30 a.m. and supper is served at 4:15 p.m. Prisoners are locked in their cells for the night at 4:30 p.m.

There is no dentist's office nor is there a doctor's room. The doctor's supplies and instruments are kept under the supervision of the

Deputy Master and are used in an alcove near the admitting office. This is not a good practice. Space should be supplied for a doctor's office.

Recreation consists of marching around a circle in the yard during the morning recess period and volleyball and handball in the afternoon. There is no hobby program and there is no established procedure to help a prisoner on discharge.

Prisoners are kept in their cells when they are not working or walking in the yard or playing volleyball or handball or engaging in other recreation in the yard or in a recreation hall supplied for the purpose. The practice which exists in most other institutions of allowing men to be at large in the vacant area on the ground floor of the cell blocks is not followed in this institution.

An unusual practice is being followed at New Bedford to which attention should be called. The Committee has been informed that there are from one to three juveniles in the institution much of the time. They are sent to the institution on continuances for three or four days. While there, they are not allowed to come in contact with the other prisoners. Although they can be bailed, the Committee is informed that the court asks parents not to bail them because the judge thinks that keeping them in jail for a short period may convince them of the seriousness of their offenses and that such short imprisonments tend to prevent further trouble without having the juveniles sent to the Youth Service Board. This practice was not found in any other institution.

Charles Street Jail.

The capacity of the Charles Street Jail on a single prisoner cell basis is 157 men and 68 eomen. The average population is 267 of which 87 are

house of correction male prisoners, 18 are house of correction women prisoners and the remainder are persons awaiting trial. The house of correction male prisoners constitute the various work details which operate the institution. It is not possible to give an average number of prisoners in the institution because of the fluctuations due to changes in numbers of prisoners awaiting trial. On the date of the inspection, the institution contained 199 men and 32 women. Sixty-five of the men were sentenced and 19 of the women were sentenced. The others were awaiting trial. There are many inmates with sentences of less than thirty days and not a few are for five days or less. Of the 65 sentenced men, 48 were serving sentences of thirty days or more.

There is some crowding necessitating two in some cells at some times during the year. This is a bad practice.

The women's department contains all of the sentenced women for the county and all of the women awaiting trial. The Charles Street Jail also takes women prisoners from Plymouth, Norfolk and Framingham when the circumstances are such that they can be handled better in Boston. More than half of the sentenced women were held for drunkenness and two were held on charges involving the use of drugs.

The building is old, badly planned and contains much wooden construction.

The cells contain plumbing and are adequate otherwise.

The institution contains no common dinning room. Prisoners eat in the ground floor areas of the cell blocks.

The kitchen is adequate although much of the equipment is old. The laundry equipment is old and some items should be replaced.

The housekeeping is good and the maintenance is as good as can be

expected considering the general condition of the building which cannot be changed without substantial capital expenditures.

This institution is primarily used for the detention of persons awaiting trial and prisoners being held for short periods. The sentenced men serving longer terms are in the work squads.

There are no rehabilitation efforts and the procedures and atmosphere indicate that the only purpose of the institution is detention.

The Committee recommends that a new jail be provided for Suffolk County. The Charles Street plant is too old to warrent the expenditure of the substantial capital which would be necessary to bring it up to present standards. The problem of the replacement of the Charles Street Jail will be one of the principal problems that should be considered by the special committee on jails which is recommended by this Committee in Part IV of this report.

Deer Island.

The Deer Island House of Correction contains sentenced prisoners only. It is operated by the City of Boston under the supervision of the Commissioner of Penal Institutions of the City of Boston.

There are town buildings containing cell blocks. One is known as the "New Prison" and the other is known as the "Hill Prison". The New Prison was built in the late 1800's and is in bad condition. There are no cooking or dining facilities in the New Prison and the physical condition of the building is not good. The men walk from the New Prison to the Hill Prison for their meals which makes it necessary to serve two sittings in the dining room in the Hill Prison at each meal. The walk from the New Prison to the Hill Prison is long enough to create problems when there is a northeast storm as Deer Island is an exposed position. On some occasions the men are

fed in the New Prison with sandwiches because the weather is too bad for them to walk to the Hill Prison. It is also necessary to have the evening meal early so as to avoid crossing the open space between the prisons in the dark. The institution is not surrounded by a wall and therefore there are security p roblems which are not present in other houses of correction. A heavy fog increases the security problem.

The institution has some farming activities of a limited nature.

The cells in both buildings are adequate as far as size and light are concerned. There is plumbing in the cells in the Hill Prison. There is no plumbing in the cells in the New Prison. The absence of plumbing in the New Prison constitutes a serious problem because there is no sewer outlet in the building which would permit the buckets to be emptied under cover. The outlet is in the open at a distance from the wall of the building. The emptying of buckets in the morning creates a problem in bad weather.

The cells in the New Prison are locked at 4:00 p.m. and the cells in the Hill Prison are locked at 4:30 p.m.

At the New Prison 36 inmates are on work details which return for lockup at 7:00 p.m. and at the Hill Prison 31 prisoners are on details which return for lockup at 6:00 p.m. and 19 return for lockup at 7:00 p.m. Additional smaller details are locked up at various hours from 8:00 to 10:30 p.m.

Because of the necessity for two sittings for each meal, the breakfast and supper meal hours are not given.

Both buildings are clean and the maintenance is as good as can be expected, especially when it is hoped that the New Prison will be torn down or abandoned as a prison.

The kitchen is adequate and clean and the dining room, with the exception of the distance from the New Prison, is adequate. The institution has a library which is supervised by one of the chaplains. There is a shoe shop in which shoes are made for the institution and there is also a clothing shop. There is not enough work in these shops for the prison population so that there is much idleness. The men are distributed among the various shops and work details in numbers far exceeding the numbers needed. This is done in order to get them out of their cells during the day, and for that purpose, it is commendable. As a discipline to teach work habits, it is not a good policy to put more men on a job than are needed.

Good work is being done by the maintenance crews in maintaining the old buildings. Work out of hours is permitted in the carpenter shop to those prisoners who do not present security risks and who have good behavior records.

There is also a printing shop which employs two men only but which has been a successful rehabilitation project.

The punishment p rocedure involves an immediate report to the master who talks with the prisoner and either releases the prisoner after a warning or imposes a sentence which may run as high as ten days in isolation. The prison also uses a punishment knows as "twenty-three hour confinement" which means that the prisoner is kept in his cell for 23 hours a day with one hour out for exercise.

As a group, the prisoners at Deer Island are probably the most undesirable of house of correction inmates throughout the state, and it was evident during the inspection that the correction officers were alert for trouble. In spite of this fact the number of men confined in their

cells during the day because of security risks was very low and there was no evidence that any prisoners were being kept under close confinement unless such confinement was necessary.

Due to the absence of walls, outside exercise is not practical.

The Committee emphatically concurs with those who have recommended the immediate discontinuance of use of the New Prison. The Committee also recommends that under appropriate legislation all of the prisoners at Deer Island serving one year or more be transferred to state institutions under an arrangement whereby Revere, Chelsea and Winthrop will contribute to their support. If on investigation it develops that the prisoners serving less than one year cannot be housed in single cells in the Hill Prison, the maximum sentence to be served at Deer Island should be reduced so that the number of prisoners who will be housed at Deer Island will come within the normal capacity of the Hill Prison. This recommendation for transfer of prisoners to state institutions is an interim recommendation. The Committee's overall recommendation for the transfer of houses of correction to the state applies to Deer Island as well as to institutions in other counties.

If the transfer of prisoners from Deer Island will involve crowded conditions in any of the Massachusetts correctional institutions, additional capacity should be added by prison camps to the extent that they can be used for prisoners for whom prison camps will be suitable. If crowded conditions would still continue, additional medium security facilities should be provided by the state.

PART VIII.

SUMMARY OF THE COMMITTEE'S RECOMMENDATIONS.

The following is a summary of the recommendations made by the Committee in this report:

LONG RANGE CHANGES.

1. The houses of correction should be transferred to the state under a long range plan worked out by a statutory committee. See pages 31 and 35.

2. The long range plan for the transfer of houses of correction to the state should provide for the discontinuance of the use of the houses of correction at Lawrence and at Salem as soon as possible and should also provide for the discontinuance of the use of the houses of correction at New Bedford, Worcester and East Cambridge as soon thereafter as possible. See page 36.

3. The longe range plan for the transfer of houses of correction to the state should include change in sentencing laws and practices so as to place more emphasis on probation. Short minimums and longer maximums should be permitted so as to afford more parole possibilities with supervision after release and longer treatment for prisoners not released on parole. See page 30.

4. Alcoholics should be committed to the Department of Public Health and should not be sent to prisons. Clinics and half way houses should be established for them. This change should be effected under a long range plan. See page 45 - 47.

5. A statutory committee should be appointed to formulate a long range plan for the establishment and operation of separate jails, such plan to be coordinated with the long range plan for the transfer of houses of correction to the state. See page 48.

6. The longe range plan for the establishment of jails should provide that women awaiting trial should be held in two jails, one in eastern Massachusetts and one in central Massachusetts with adequate equipment and personnel to care for them. See page 41.

IMMEDIATE PERMANENT CHANGES.

7. A classification center for the state should be authorized and funds for its construction should be appropriated forthwith. See page 24.

8. A state reformatory should be established at once. The proposed changes which will turn Concord into a real reformatory should be authorized and funds for such changes should be appropriated forthwith. See page 23.

9. All sentenced women should be sent to the state correctional institution in Framingham. See page 41.

10. Legislation should be passed providing the persons apprehended for drunkenness should be committed to the Department of Public Health and should not be arrested for a crime. See page 46.

11. All commitments for alcoho lism should be made to Bridgewater. See page 46.

INTERIM RECOMMENDATIONS.

12. Work or vocational training should be provided for all house of correction prisoners. The equipment necessary for work programs in all houses of correction should be provided. See page 36.

13. Counselling services should be provided in all houses of correction by chaplains and trained social workers. See page 36.

14. Recreation programs should be provided in all houses of correction. See page 36

15. A uniform punishment procedure for reviewing complaints by correction officers should be established for all jails and houses of correction. See page 37.

16. Every house of correction should have adequate personnel to operate on eight-hour shifts and to permit prisoners to remain out of their cells until at least nine o'clock at night. Personnel should be increased to the extent necessary to carry out the other interim recommendations made in this report. See page 37.

17. Legislation should be passed to provide help for discharged house of correction prisoners sufficient to give them a chance to go straight. See page 37.

18. A uniform system of adequate records for all prisoners should be established in all houses of correction. See page 37.

19. A uniform procedure for physical examination of prisoners in houses of correction should be established. See page 38.

20. A method for payment between counties or between counties and the state for transferred prisoners should be established. See page 38.

21. Until the long range plan for alcoholics is put into effect, all alcoholics should be committed to Bridgewater. Early releases under supervision should be made possible. See page 46.

22. Pending the establishment of jails under the long range plan, arrangements should be made to house all women awaiting trail in a jail in the central or western part of the state or a jail in the eastern part of the state. Such jails should be equipped with staffed adequately for the care of such women. No women should be held in any other jail or house of correction. See page 41.

23. In Springfield, punishment cells should be established in an area which does not get excessively hot in warm weather.

24. There should be a substantial increase in personnel at Plymouth.

25. An addition should be made to the plant at Plymouth to prevent overcrowding.

26. A new jail should be provided for Suffolk County. The replacement of the Charles Street Jail by a new jail should be one of the principal problems considered by the special committee on jails recommended in Part IV.

27. The use of the New Prison at Deer Island should be discontinued at once. See complete recommendation on page 68.

28. The Commissioner of Correction should promulgate a new set of "Rules for Jails and Houses of Correction" to replace the set of rules approved in 1955. Such new set of rules include as many of the interim recommendations made in this report as will fall within the scope of such rules.

R64
U United Prison Assoc. of Mass.
Report of the Governor's Committee on county jails and houses of correction. 1962 .

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Penal Program Step by Step

THE GOVERNOR'S COMMITTEE on Jails and Houses of Correction has advocated the transfer of county-operated correctional institutions to the Commonwealth as a means of setting up a coordinated statewide penal and rehabilitation system. The committee's 72-page report showed evidence that it had made a thorough and comprehensive study.

The committee's report had barely been made public, however, when it was denounced in uncalled-for intemperate language by the "Sheriffs of Massachusetts" as "propaganda" containing "half truths, twisted concepts, and in some instances misrepresentation."

...IDITY OF JAIL REPORT QUESTIONED BY SHERIFF

To the Editor of The Herald:

The editorial writer who penned the article captioned "The Jail Report" (supporting the commission report urging that the state take over county jails) should have known that a state employe was a member of the "blue ribbon study group," who reacted as his superior dictated. Furthermore, an outstanding member, former Governor's Councillor Bruce Crane, refused to sign the "warmed-over," incomplete and misleading document.

When the Sheriffs Committee was interviewed ... the study ... commended ... and the Sen- ... covering in ... ing the De- ... We sub- ... ffs' ... 16, 1961, ... members of his ... They spent less than two ... us, and our re ... four minds were ...

Please ask Mr. Alfred Gardner (chairman of the commission) to show you the comprehensive questionnaire he received when he visited us at Dedham on Nov. 16, 1961, along with the other members of his ... committee.

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to be guided substantially by officials of the United Prison Association, whose main objective for years has been to "take over the county penal systems."

The "Blue Ribbon Study," under the caption of "Dedham," says: "The cells contain no plumbing but they are otherwise adequate." Will you please take the time to visit me in Dedham and see if that statement is correct.

Also the study report says, "Although there is no rehabilitation program and the general comment concerning rehabilitation ...

The report on jails issued by Governor Volpe's special committee and the response from a group of sheriffs and ...ty commissioners were bound to be ...ce because the two committees ...om different premises.

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...al jails won praise from the gov- ...s committee, notably the one in ...stable County. In fact, the commit- ... recommended that it be provided ...th more facilities. But most other ...county jails were called inadequate, ...either because of location, expense of ...eration, or insufficient facilities, par- ...rly for rehabilitation.

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to provide themselves with w... felt was an "easy" way to mak... ey, they fell victim to the tempta... These youngsters are not lost ... themselves or society when they e... ter a House of Correction. If they could have their time filled with work at a trade that they might use when released or in acquiring an education that they need, their chances of rehabilitation would be greatly increased. It would not be necessary to build huge new institutions to provide this sort of guidance. The present county jails are not luxurious, but they should not be ... Some element of punishment must be present in imprisonment to provide negative incentive to stay on the "straight and narrow." But positive incentive can also be made available by the use of modern methods of parole and probationary techniques. Combined effectively, could produce magnificent re- ...ently costs more to keep a ...n the Essex County Train- ...Lawrence than it wou... ...im to most of the ...ools. ...houses of ...ke

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Members of the committee which studied the county facilities were: Rt. Rev. Msgr. Joseph P. Donelan, James M. Devlin, Arthur G. Folco, Rev. Myron W. Fowell, Sanford J. Fox, Alfred Gardner, Rabbi Roland B. Gittelsohn, Henry G. Johnson, Judge Stanley E. Qua and former Executive Councilor Bruce Crane. Crane didn't sign the recommendations.

While the committee found most houses of correction and jails being operated well, it said most were overage and needed new buildings.

Its report indicated the worst conditions were to be found at the Lawrence and Salem institutions and recommended they be discontinued immediately.

The houses of correction at New Bedford, Worcester and East Cambridge, it added, **Boston should be replaced by a new jail for Suffolk County, the report said.**

Other recommendations included:

Transfer of all woman prisoners to Framingham.

Establishment of a practice of placing drunks in the custody of the Department of Public Health. It also proposed the state set up clinics for the treatment of alcoholism.

A program for the establishment and operation of separate jails for the care of persons awaiting trial should be developed by a special permanent committee which would include the chief justice of the Superior Court, the chairman of the Advisory Committee on Correction, the Commissioner of Correction, the chairman of the Administrative Committee of the District Courts and a represen-

Get Politics Out of the Jails

* * *

From The Worcester Telegram

* * *

Politicians ought to get out of the jail business. This has been obvious for several decades in Massachusetts, and it now is becoming evident in New York and Pennsylvania, too.

Massachusetts and many other states have two correctional systems. One is operated by state government, is staffed largely by professionals, and puts great emphasis on rehabilitation of prisoners. The other is run by counties, supervised by elected sheriffs, manned by political appointees, and usually ignores modern correctional ideas.

county politicians at running jail
now available in Syracuse, N. Y.,
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Sheriffs Blast Jail Proposal 'Half-Tru

By FRANK REILLY and HAROLD BANKS

The State's sheriffs scorned Gov. Volpe's Committee on Jails and Houses of Correction Wednesday as the tool of "proponents of centralized control laying a groundwork of propaganda containing half-truths, deliberately twisted concepts and, in some instances, downright fabrication."

The committee recommended, among a host of other proposals, that the State assume control of county jails and houses of correction.

CITE HUGE COST

Nothing the committee suggested hasn't been urged previously by the sheriffs themselves, three of them declared in a signed statement for all of them, and only the refusal of the Legislature to provide adequate funds has prevented them from making the improvements they have long wanted to effect.

New structures which would be necessitated by implementation of the committee's program would cost the State well over $50,000,000, Sheriffs Donald P. Tulloch of Barnstable, Adnah H. Harlow of Plymouth and Charles W. Hedges of Plymouth Counties said.

The counties could do that "much more economically," they said.

"One has but to read the daily newspapers to understand the irregularities and waste which occur when money-spending programs are carried out on the State level, where they are far from the scrutiny and control of the taxpayer," they elaborated. "County institutions are administered by locally elected officials whose activities are far more easily controlled."

DELAY UNEXPLAINED

Their sharp reply to the Governor's committee was dated July 10, which means the sheriffs saw its report shortly after it was written June 21, even though it was made public only this past Tuesday. No explanation has been given for the delay in filing the report with

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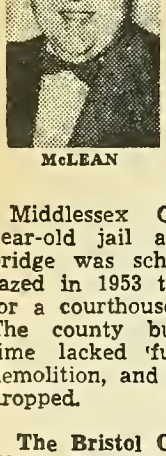
Among Quaintest Ancient Ruins Are Some of Our County Jails

By ROBERT A. McLEAN

A $50,000 set of architect's blueprints for a new Essex County Jail, drafted in 1954, is dusted off annually when the county commission asks the Legislature for a centralized house of correction.



McLEAN

Worcester County Jail was termed "antique" back in 1939, when it was 120 years old. The occasion was the suffocation deaths of three inmates during a fire when keys were unavailable to open their subterranean, solitary-confinement cells.

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Middlessex County's 110-year-old jail at East Cambridge was scheduled to be razed in 1953 to make room for a courthouse parking lot. The county budget at the time lacked funds for the demolition, and the plan was dropped.

The Bristol County jail, at New Bedford, built three years before the Civil War, was middle-aged when Lizzie Borden sat out her trial and subsequent acquittal in the hatchet murders of her parents in 1893.

The centralized Essex County jail, which would be constructed in Middleton at a cost estimated at $2 to $2.5 million, would replace the

charge certain legislators with hamstringing their plans in that direction. They feel that their jails can be run most economically as county institutions, and they see the move to abandon county jails as part of a campaign to abolish county government.

They are unhappy also with the governor's committee report.

"The committee wasn't fair to us in any way," Norfolk County Sheriff Charles W. Hedges said. He charged that committee members spent about 90 minutes inspecting the county jail at Dedham.

"The committee seemed to have made up its mind even before it got here," he asserted.

Sen. Leslie B. Cutler of

and Harlow administers on theory that an inmate is fined as punishment, not punishment.

Middlesex County Sheriff Howard Fitzpatrick and his commissioners have been in a quandary for some time over the antiquated East Cambridge House of Correction, adjacent to the Superior Court and used in part for lodging prisoners awaiting trial.

If the old jail is abandoned and facilities are lacking for confinement in the court buildings, prisoners will be shuttling back and forth from Billerica, where the more modern county jail is located.

Equally frustrating is the Essex County situation, where Sheriff Earl E. Welles admitted that the Lawrence house of correction, called the worst in the state by the commission, should be closed.

County Comm. C. F. Nelson Pratt suggested earlier this year that the Lawrence jail be shut down and its inmates transferred to the Salem house of correction.

Sheriff Welles is among the strongest supporters of the centralized county jail proposal, but he feels that the architect's plans in hand could not be carried out, even for $2.5 million. The commissioners

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